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Foreword

by the Rt Hon Baroness Young
Chancellor of the Duchy of Lancaster

I am very pleased to welcome this first issue of *'Management in Government'* – a publication which I hope will appeal to civil servants and be of interest to a wider audience. I hope that it will achieve a wide circulation and contribute to improving the quality of management in the Civil Service.

'Management in Government' is published by the new Management and Personnel Office, set up following the Prime Minister's announcement in November with responsibility for the organisation, management and overall efficiency of the Civil Service. Departments employ over 670,000 people in an enormous range of jobs. Our task in the MPO, working with the individual employing Departments, is to see that civil servants' work is done efficiently, economically and well.

One important way of improving efficiency is information. Here *'Management in Government'* has an important part to play. We are making great strides in scrutinising our work and how we get it done. We need to make sure that the lessons derived from it are applied as widely as possible through all departments. Contributing to this will be one of the aims of *'Management in Government'*.

Improvements in the cost effectiveness of the work of the Civil Service can be achieved only by a co-operative effort. We cannot simply leave it for a few 'efficiency experts'. Line management and staff at all levels are involved. I hope this new publication will make a real contribution to meeting the need for information and to stimulating interest.

Janet Young

Management Accounting in the Manpower Services Commission

Sir Richard O'Brien

Sir Richard is the Chairman of the Manpower Services Commission. His article is taken from a talk which he gave at the Civil Service College, Sunningdale to a seminar on Developments in the Management and Control of Expenditure. The talk was based on information provided by the MSC Corporate Services Accounts Branch headed by James Cousins.

Introduction

This article describes the use of management accounting in the Manpower Services Commission and, in particular, how it is used as a tool for effective management.

It is appropriate, first of all, to set the scene by giving a little background information about the Manpower Services Commission (MSC). The Commission, which is separate from the government but accountable to the Secretary of State for Employment (and in respect of its operations in Scotland and Wales to the Secretaries of State for Scotland and Wales), has 10 members who serve for a term of three years, a chairman, three members appointed after consultation with the TUC, three after consultation with the CBI, two after consultation with local authority organisations and one with professional education interests.

The aims of the Commission are:

- to contribute to efforts to raise employment and reduce unemployment
- to assist manpower resources to be developed and contribute to economic well-being
- to help to secure for each worker the opportunities and services he or she needs in order to lead a satisfying working life
- to improve the quality of decisions affecting manpower
- to improve the effectiveness and efficiency of the Commission.

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The MSC has three operating divisions – employment service, training services and special programmes divisions – and two support divisions – corporate services and manpower intelligence and planning divisions.

The operating divisions are organised on a regional, area and district, and in the case of employment service, local offices, basis.

The size of MSC gross expenditure based on the Estimates for 1981 – 82 is as follows:

ESD	£182,832,000
TSD	£367,924,000
SPD	£322,979,000
Central and Regional Manpower Services	£ 38,407,000
TOTAL	£912,142,000

Financial authority within the Commission is delegated to the chief executives of the operating divisions in the terms of a memorandum of financial arrangement. The memorandum includes: "the division shall ensure that financial considerations are taken into account at all stages in the framing of proposals and in the execution of agreed policies, with the object of achieving the efficient and economic conduct of the division's programme of work. To this end the division shall lay stress on effective management, defined as covering the preparation of material on which decisions are taken, the technical efficiency with which large administrative operations are carried out, the cost-consciousness of staff at all levels, the provision of special skills for handling particular problems and the training and selection of staff. The division is responsible for showing that full value is obtained for the expenditure of the funds with which it is entrusted." It follows, therefore, that financial considerations are a principal concern in decision making in MSC.

In the post-Fulton period successive Governments have placed increasing emphasis on the need to develop accountable management and performance measurement in the public service. Developments in the Commission reflect this trend in that the organisation has taken on something of the character of a large business operation. The whole planning process is based on a Corporate Plan covering four years, which is published annually. In turn, Divisions prepare operating plans within the framework of the Corporate Plan, with management in the field being set performance objectives against which their performance is measured. The Commission publishes an Annual Report and also White Paper Accounts to show how performance has turned out. To support the planning process and to enable the various factors, including the final dimension, to be taken into account in decision taking at all levels of management, it is necessary

to have a detailed information system. A firm of management consultants in 1974 recommended a total integrated management information system for MSC consisting of five components:

- financial and management accounting
- operating statistics
- staffing information
- staff training information
- labour market intelligence

Financial and management accounting

The rest of this article is concerned solely with the financial and management accounting system aspect, setting out what was proposed and how the system was intended to be used, and how the system has in fact developed; some of the shortcomings of the system and how we see developments for the future.

The financial and management accounting system was initially designed to be capable of producing:

- vote sub-head reports and the appropriation account
- White Paper (ie income and expenditure) Accounts
- programme expenditure and output reports
- organisation expenditure reports
- analysis of expenditure by project
- ad hoc costing information

and it has been subsequently modified to meet the requirements of

- the Treasury financial information system (FIS)
- the Paymaster General's accounting for public expenditure (APEX) system.

The Commission has therefore a multi-dimensional computerised accounting system whereby costs can be allocated in six or seven different ways, dependent upon the needs of particular users. *Figure 1* showing the position graphically will demonstrate the flexibility of the system. There is also provision for budgeted figures to be included for comparison with outturn.

The financial accounting part of the system went live in 1976, but the management accounting part of the system has been a continually developing aspect. On the management accounting front, the original intentions of the consultants' recommendations were that budgets and financial performance targets should be set for all offices and centres and that outturn reports should be produced quarterly analysing the causes of variances into volume of output, price and usage of resources.

Management accounting – state of play

Having given some of the background, I would like now to move on to the present state of play on management accounting in MSC. The four

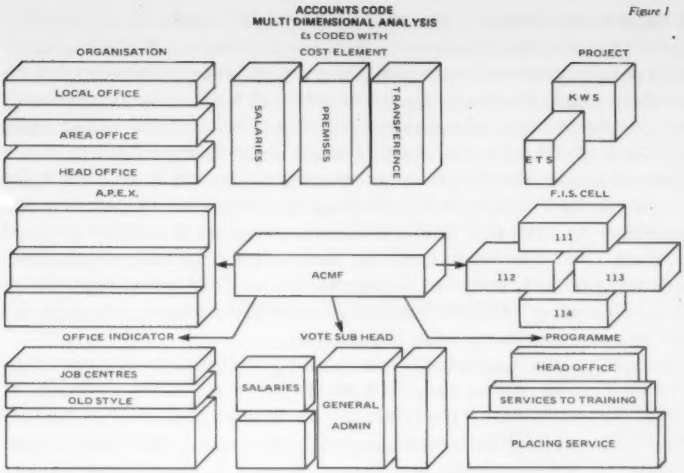

Figure 1

elements of management accounting I will deal with are:

- budgetary control
- performance indicators
- outturn reports, eg: expenditure statements, memorandum trading accounts
- ad hoc exercises.

Budgetary Control

As previously stated, annual estimates of the MSC are disaggregated into four main blocks as follows:

- Employment Services
- Training
- Special Programmes
- Central and Regional Manpower Services.

Most of these main blocks are further subdivided on an organisation or programme basis, each with a number of further subheadings.

Within Divisions and Directorates regular figures are presented to Management Boards by finance sections and at MSC level regular monitoring is carried out by the Chairman's Management Committee, the Finance Sub-committee of the Commission and the Commission itself. Thus expenditure is monitored both on an aggregate MSC basis and on the basis of Division, Directorates and Programmes.

Although control of expenditure was, therefore, delegated to Divisions and Directorates, it was recognised that this does not amount to devolving

control of expenditure to line managers in the fullest sense. It was decided that the aims of budgetry control, which are to achieve a desired standard of cost consciousness in managers and to cause expenditure to be directly controlled, would be met by the introduction of local budgets for various cost items at the level of management where decisions on expenditure were taken. I should point out that these local budgets are set in the context of overall planning by respective divisions. The levels of budgets for each budget holder will, wherever possible, be agreed forecast expenditure for each cost item considered necessary to achieve planned objectives. Timing problems can arise because the need to agree the MSC Estimates at an early stage in the preceding year does not always line up with the Operating Divisions' planning cycles. We are seeking to align the planning processes to minimise any conflict.

If budget holders see that they are operating at a lower level of spending than has been budgeted they will advise upwards to higher levels of management that some of the funds can be released and a revised budget agreed. Likewise if the budget holders feel it necessary to have their budget increased to achieve objectives, they will seek to negotiate a revised increased budget. By such a process better planning of expenditure by Head Office branches and Finance Branch is possible in that by feedback from budget holders they are helped in their tasks of monitoring and forecasting functions, which form part of the Treasury financial information system. The budget holders are also much more cost-conscious and can allow their cost-awareness to be taken into account in decision making.

The development of local budgets based on identifying for respective cost elements the level of management where decisions were taken, partly flowed from the failure of the very detailed budgetary control system recommended by the consultants for all levels of management to be very meaningful to line managers. The main obstacle to acceptability was that the system was seen as an attempt to make budget holders out of people who had no real responsibility for the control of the budgets. As a result an exercise has been carried out to identify the levels of management responsible for and able to influence individual cost elements in ESD and CRMS and the other two Divisions will shortly be subjected to a similar exercise.

I will now refer to the proportion of expenditure subject to decentralised budgetary control in 1981–82 and planned for 1982–83 and also the respective cost items covered by such budgets. Turning first to ESD it can be seen from the following table that budgets presently only cover some 17 per cent of ESD expenditure. The balance is principally salaries which is a particularly interesting item. It seems likely that we shall agree in MSC that budgets for salaries should be held at Head Office as the money is

essentially controlled from there. However, staff cadres are allocated to Regions and Areas and their control will therefore be against staff numbers and not money. Consequently, until line managers can be given greater freedom on the employment of numbers and grades, it is not generally felt appropriate to make such managers responsible for money budgets. If ever one can envisage the day when staff numbers are no longer the prime means of control by central departments, it should be possible to consider allocating salaries budgets to Regions and Areas.

Table 1

BUDGETARY CONTROL IN ESD

Budgets in use in 1981 – 82

Expense	*Budget Holder*	*1981 – 82 budget £m*	*% of ESD Estimate (£182.8m)*
In current use			
Travel and Subsistence	ESAMs HO Branches	2.5	1.4
Repairs and maintenance of buildings (General Placing Service)	ESAMs	2.4	1.3
Capital expenditure – land and buildings (General Placing Service)	EDs for new Job – centres, ESAMs for other	6.4	3.5
Rent	EDs	11.7	6.4
Furniture and Fittings	EDs for new Job-centres, ESAMs for other	1.3	0.7
Telecommunications	ESL	5.3	2.9
Capital expenditure – land and buildings ERCs	ESM	2.6	1.4
		32.4	17.6

Table 2 shows the information relating to local budgets in the Training Opportunities Directorate. Some 65% of expenditure for that Directorate is subject to local budgets. The major items are for Skillcentre Trainee Allowances, College of Further Education Trainee Allowances and College of Further Education Fees. Although some administrative cost

Table 2

BUDGETARY CONTROL IN TSD (TOD)

Budgets in use in 1981 – 82

Expense	*Budget Holder*	*1981 – 82 budget £m*	*% of TOD Estimate (£253.1m)*
In current use			
CFE allowances	RGM	73.8	29.2
Sc allowances	RGM	73.8	29.2
CFE fees	RGM	73.8	29.2
Employers' estabs fees	RGM	49.2	19.4
HGV fees	RGM		
Residential training colleges for disabled	4 RGMs	3.8	1.5
Travel and Subsistence	RGMs and RM	2.2	0.9
Experimental training courses	SP3 and 4	1.6	0.6
Fuel, utilities and supplies	TS4	3.0	1.2
Rent and service charges	TS4	6.7	2.6
Rates	TS4	4.2	1.7
Repairs and Maintenance of buildings	TS4	3.7	1.5
Capital expenditure – land and buildings	TS4	11.4	4.5
Telecommunications	TS4	1.0	0.4
Cleaning and security	TS4	0.7	0.3
Plant and equipment	TS5	3.4	1.3
		164.7	65.1

items are also subject to local budgets a detailed exercise to identify responsible managers for all administrative costs is still to be carried out in this area.

Table 3 provides similar information for Special Programmes Division where local budgets only operate for Travel & Subsistence at the present time. You will know that the bulk of the Special Programme expenditure comprises allowances to Youth Opportunities Programme and Community Enterprise Programme trainees which, although not subject to formal budgets, are monitored very closely at area level. In addition numbers of entrants to schemes are monitored against previously agreed targets on an area basis. This is also an area where a detailed exercise is to be carried out to identify levels of management responsibility for the various items of expenditure.

Table 3

BUDGETARY CONTROL IN SPD

Expense	*Budget by*	*Budget holder*	*1981–82 budget £m*	*% of SPD Estimate (£323.0m)*
In current use				
Travel and Subsistence	CSA and SPD (SPA) jointly	SPA	1.2	0.4
	NOTE: The Estimate for Grants to Sponsors (£299.7m, 92.8% of Estimate) is monitored by SPA Branch in HO.			
Planned				
All other expenses, grants and allowances	To examine to determine whether control should be by Area Managers or HO Branch.			

Performance Indicators

As indicated, we have moved away from the fully integrated budgetary control system with targeted unit costs and detailed variance analyses at each level of operations, eg: district, area and region, as envisaged by the consultants' recommendations. Nonetheless it is recognised that it is necessary to know the levels of output achieved and the costs of outputs both for monitoring achievement against plans and for decision making when the allocation of limited resources is under consideration. There is therfore a great deal of information dealing with output measures, eg: number of registered job seekers placed by ESD; for TSD the number of trainees who have completed courses at Skillcentres and Colleges of Further Education, and for SPD the number of entrants to YOP and STEP. Cost information is linked with the physical outputs to arrive at unit costs to show the trend over time of the unit cost for the same activity and to show the respective unit costs for differing activities.

A number of output measures monitored regularly by the Divisions and the Commission against plans are as shown in the Annual Report and these are reproduced in table 4. We are constantly reviewing whether these are the most meaningful measures and also whether other additional measures are available.

Table 4

General Economic Indicators (GB)	*March 1977*	*March 1978*	*March 1979*	*March 1980*	*March 1981*
Employees In Employment (000's)	21,968	22,069	22,219	22,032	20,848
Registered Unemployed (000's)					
Male	990	1,014	961	979	1,713
Female	339	385	379	432	672
Total	1,328	1,399	1,340	1,412	2,385
% Rate	5.6	5.9	5.7	6.0	10.1
Unfilled vacancies at Jobcentres and EOs (000's)					
(seasonally adjusted)	149	191	232	182	97
Unemployment/vacancy ratio	8.7	7.3	5.8	7.8	24.6
MSC Performance Indicators					
Employment Service	*1976/77*	*1977/78*	*1978/79*	*1979/80**	*1980/81*
General Employment Service					
Registrations with the Employment Service (000's)	5,621	5,809	5,982	6,388	6,878
Vacancies notified to the Employment Service (000's)	2,165	2,359	2,677	2,720	2,054
% of vacancies filled	67.4	67.6	66.7	67.0	71.8
Total number placed (000's)	1,485	1,612	1,805	1,903	1,534
Total number disabled people placed (000's)	51	54	59	60	39.5
PER					
Candidates enrolled (000's)	202	200	174	171	294
Vacancies notified to PER (000's)	27	24	18	17	15
% of vacancies filled by PER	31	37	40	40	32
Deficit/surplus (£000's)	−306	+100	+275	+92	−977
Employment Rehabilitation Centres					
Course throughput		14,900	15,670	16,086	16,078

*53 week period

Table 4 cont'd

Training Services	*1976*	*1977/78*	*1978/79*	*1979/80*	*1980/81*
Training Opportunities Scheme Courses completed in:					
Skillcentres	22,692	24,576	22,738	21,879	23,480
Further Education and Private Colleges	51,998	56,369	37,136	41,555	32,754
Employers' Establishments and HGV	14,241	17,225	9,621	10,434	9,618
Residential Training Centres	720	794	692	621	566
TOTAL	89,651†	98,964†	70,187	74,489	66,418
Direct Training Services for Industry					
Completions under sponsored training in skillcentres	3,451	4,200	7,500	8,800	6,532
Training within Industry	22,288	23,567	27,469	21,450	11,826
International Trade Procedures	1,808	2,282	2,267	1,650	1,201
Instructor Training Colleges	1,416	2,000	1,600	1,050	604
Mobile Instructors	2,341	4,000	6,200	6,800	5,753

†Includes young people

Special Programmes	*1978/79*	*1979/80*	*1980/81*
Youth Opportunities Programme			
Young people unemployed (October)	212,681	189,244	331,602
Average number of Participants	53,000	77,000	127,500
Entrants to programme:			
Work Experience	128,200	182,100	304,500
Work Preparation Courses	34,000	34,300	55,500
TOTAL	162,200	216,400	360,000
Special Temporary Employment Programme			
Total unemployed in priority group‡ (October)	394,400	376,219	453,925
Average number of participants	6,000	15,000	11,000
Entrants to programme	19,700	22,400	18,400

‡19–24 year olds continuously unemployed for more than 6 months, 25 year olds and over continuously unemployed for more than 12 months.

Similarly unit costs of activities are calculated for various outputs, as previously mentioned and again the principal ones are as set out in the MSC Annual Report (see table 5). There are complicating factors relating to some of these measures because there may be time lags between incurring expenditure and outputs flowing from it, as in the case of some

Table 5

Unit costs for MSC's major activities

	1978/79	1979/80	1980/81 (provisional)
	(£ per unit, constant 1980/81 prices)		
Employment Service			
Cost per placing (a)	63.8	63.7	71.8
Special Programmes			
YOP – cost per entrant	839 (c)	885 (c)	871
STEP – cost per entrant	2,190 (c)	2,190 (c)	2,164
Training Services – TOPS (b)			
Cost per completion – Skillcentres	5,200	5,530	5,210
– Colleges	3,560	2,700	2,840
– Employers' Establishments	2,340	2,280	2,360
Training Services – Industry			
New intakes to long-term training			
Premium grants (on-job)	1,069 (c)	1,220 (c)	1,051
(off-job)	2,313 (c)	2,557 (c)	2,200
Training awards	2,208 (c)	3,021 (c)	2,601
Support for continuing training			
Redundant trainees adoption grants	1,104 (c)	988 (c)	850
Award intake recruitment grants	1,383 (c)	1,743 (c)	1,500

(a) Placing's share of Area operating costs.
(b) Institutional unit cost differences reflect differences in the types and length of courses provided.
(c) Provisional.

Youth Opportunities Schemes, for example. Likewise the use of costs per placing within ESD as a measure of performance may be vulnerable to external factors. Such a measure does not take into account the difficulty in quantifying outputs which may be becoming increasingly important, ie: advice, information to employers and employees, and submissions in the event unsuccessful. It is recognised therefore that there is some way to go in developing relevant output measures and it is certainly not an easy matter.

Some of the unit costs are meant to measure cost efficiency and others cost effectiveness. If I illustrate what I mean: in the case of TOPS, the unit cost per completion is regarded as an indicator of the efficiency with which the task is carried out, but in addition we also calculate the unit cost per placing (based on a sample survey of how many of the trainees moved into employment within three months of completion), which indicates whether the cost effectiveness of what MSC is doing in this area is improving or

deteriorating over time. Obviously an increase in unit costs may be due to a lower level of cost efficiency or to market conditions reducing employment prospects.

Although not shown in the table we also intend monitoring the cost of occupancy and the cost of training at our Ranmoor Staff Training Centre so that this cost can be compared with alternative sources of supply.

As indicated, there are continuing developments to see what other performance measures are relevant and to refine the way costs are allocated for use in the calculation of unit costs. For example, a computer program is presently being designed for TOPS to enable the cost per completion and cost per placing for each course at each Skillcentre to be known. Subsequently it is hoped that a similar system will be developed so that cost per completion and cost per placing for each course at Colleges of Further Education, employment establishment and Heavy Goods Vehicle Training Centre, can be calculated.

Outturn reports

Outturn reports for cash expenditure and receipts which are produced on a monthly basis show an analysis of expenditure by cost element and can be provided to any level of organisation unit down to individual Jobcentres or Skillcentres. The selection and aggregation of costs in any order is generally possible and the reports are varied to suit the requirement of the user. Where decentralised budgets are operated, the expenditure reports showing the variance from budget profile, are provided.

Quarterly outturn reports are produced on an accruals and prepayment basis where the adjustments to the cash are material. Again these are provided wherever line management have identified the need

I should add that apart from the routine organisation expenditure reports, memorandum trading accounts are produced for fee earning parts of the Commission's operations, eg: Careers and Occupational Information Centre, TOD Direct Training Services and the Professional Executive Register.

Ad hoc exercise

Some special costing exercises have been carried out as a result of outturn information being available for each cost element and organisational unit. A few examples are:

- An exercise to compare the costs per placing at restructured employment offices and Jobcentres to see which was the most cost effective
- The calculation of the costs per individual completing a course at an Employment Rehabilitation Centre during a given period of time

- The calculation of the training costs per individual completing a course in particular trades
- Totalling all of MSC expenditure incurred in the Merseyside Special Development Area during a given period of time.

Another interesting example of the use of management accounting information within MSC is the exercise we have recently carried out to assess the annual break-even point for occupancy of the Ranmoor Hall Residential Training facilities. This shows that an occupancy of over 80 per cent is required to fully recover costs on the notional basis that revenue would be represented by the subsistence savings which would otherwise have to be incurred.

Benefits from the Availability of Management Accounting Information

I have mentioned ways in which information from the accounting system is used and it may be worthwhile briefly considering what benefits have accrued.

Cost consciousness at most levels of management has improved. The availability of information showing the costs of operations for any organisational unit means that a manager at least should know what resources are being consumed and can take them into account in any decision taking.

With the use of local budgets individual managers are given responsibility for controlling levels of expenditure against such budgets, which also improves cost awareness and stimulates remedial action at the most immediate point of influence if things are going off course. In addition the feedback from budget holders assists with the overall forecasting and monitoring functions of Head Office Branches and Finance Branch. This is to some extent demonstrated by the fact that outturn expenditure has been controlled to a fine degree in relation to the total Estimate in recent years. Although a good deal of MSC expenditure is demand led, in the past two years outturn has come close to the total Estimate as shown by the figures:

	Estimate	*Outturn*
1979–80	£623M	£609M
1980–81	£760M	£752M

The availability of cost related performance measures means that the efficiency of delivery and the effectiveness of expenditure programmes are not lost sight of in a climate when there is great pressure to achieve output numbers at all costs for political reasons. Such information also must lead to better planning in our aim to optimise on the use of resources.

A few statistics may help to demonstrate that gains in efficiency have

been achieved, for example between 1974 and 1978 there was an increase of 75 per cent in Training Opportunity places while staff only grew by 40 per cent: similarly between 1978 and 1980 there was an increase of more than 100 per cent in the number of entrants who went on Special Programmes Schemes, with only a 9 per cent increase in staff numbers. In the case of ESD, the Employment Service has increased its share of the job placing market by over 50 per cent, from 16 per cent to 25 per cent between 1973 and 1980 and this achievement was recorded during a period when the staffing of the placing services rose by only 2 per cent. Another example which might indicate the effectiveness of local budgets is that savings of more than £1M was made on Travel and Subsistence in 1980–81 on a total expenditure of some £6M.

Conclusion

Just to recap a little: we in MSC have not taken on board the whole of the fully integrated budgetary control and variance analyses for every level of organisation unit which was provided by the consultants but have sought to move forward on the management accounting front in a pragmatic way. One of the principal reasons for the different approach is the fact that line managers do not accept readily responsibility for budgets and expenditure variances where they do not have authority to influence and control such expenditure. We are therefore gradually extending the use of decentralised budgets with the budget holders for each element of cost determined by where the prime responsibility lies for influencing the expenditure, eg: District, Area, Region or Head Office. At the same time although lower levels of management may not be acting as budget holders for some elements of cost, they can still be provided with expenditure outturn information at various levels of detail to make them aware of the cost of resources being consumed and the relationship of costs to output.

The future plan for management accounting in MSC is to continue developing the use of decentralised budgets for all elements of cost and to improve the definition of performance measures and the basis on which unit costs are calculated so that decisions are always taken in the light of sound cost information.

The International Year of Disabled People:

A New Perspective for One Government Department

Ann Frye, Department of Transport

Ann Frye is a Principal in the Transport Policy Review Unit of the Department of Transport.

There ia an old joke about the three most commonly told lies. I won't go into the first two here, but the third of them is: 'I'm from the Government and I've come to help'. Like most old jokes there is no doubt more than a grain of truth behind it, but is it an image that Government has to conform to, particularly in times of economic constraint? This International Year of Disabled People has provided an interesting illustration of the way in which a government department can meet the challenge of helping people.

The advent of 1981 as the International Year of Disabled People, like other 'International Years' which have come and gone before it, was greeted in government circles with pledges of support for its aims and of sympathy with its objectives but with a clear indication that the role of Government in the Year itself would be very much a backroom one both in terms of practical involvement and of finance. The lead, it was made plain from the outset, must come from the voluntary sector and the DHSS undertook to fund the setting up and running of a secretariat based in the National Council for Voluntary Organisations to take on the task of promoting the International Year.

But, starting from a recognition that transport can very often hold – or withhold – the key to an independent life for a disabled person, the Secretary of State for Transport committed his Department to playing a direct and positive part in IYDP. Unless disabled people are able to travel and to move about independently, efforts to improve opportunities for employment, education or housing are bound to be hampered. So if any real progress was to be made in fulfilling one of the major aims of IYDP, the integration of disabled people into the community, transport was a vitally important area to tackle.

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Responsibility of
Transport Policy Review Unit

The first step, back at the beginning of 1980, nearly a year before the International Year started, was to look at the structure of the Department itself and to assess its ability to recognise the needs of disabled people in all the many and various spheres of its activities. In our dealings with the railways, the bus operators, the ports, in our responsibilities for driving licensing, provision for pedestrians and vehicle design and safety, the particular problems of disabled people of course were touched upon, but in none of these areas were they amongst the highest priorities. The Department's Permanent Secretary, Sir Peter Baldwin, took the view that there ought to be one central part of the Department which had overall responsibility for the transport needs of disabled people and for which they were a primary concern, not just another problem at the bottom of the in-tray. This responsibility was allocated to the Department's Transport Policy Review Unit within which a very small team, working very largely independently of the normal departmental hierarchy, was given the task of trying to identify the major transport problems which disabled people face and of working both within the Department and outside, with the transport industries and with disabled people themselves, to generate a greater awareness of these problems and a greater willingness to look for ways to meet them – not just during IYDP – but on a permanent basis.

The team's first task was to bring together, in two informal seminars held in the summer and autumn of 1980, two groups of people, those representing the providers of transport: the operators, manufacturers, local authorities, voluntary groups, and the disabled transport users – or would-be users. The idea was quite simply to get these two groups to look at and recognise each other's problems and to form the basis of an understanding on which some lasting improvements might be built.

For a great many of the transport 'providers', disabled people meant wheelchairs and wheelchairs meant bad news if you were trying to run a bus or train service on tight schedules and resources. As a result they had, for the most part, shied away – as indeed has the Department – from even looking openly and seriously at what they might be able to do to help without breaking the bank or bringing the system to a standstill. For many of the disablement organisations it was, at the same time, an opportunity to understand the constraints, both operational and financial, within which transport operators have to work, and as a result, perhaps, to put forward ideas which were less radical but which were likely to bring about more quickly and realistically at least a modest degree of improvement. For example, there are a great many small scale, low cost improvements which can be made to a station or an underground train or bus which can make an enormous difference to someone who is arthritic or partially sighted or

hard of hearing. Regular consultation between the 'providers' and disabled 'consumers' began to develop or expand as a result of these initial encounters in which the role of the Department was essentially to act as a host in bringing the two sides together.

This alone was not enough. The International Year of Disabled People provided a unique opportunity to focus attention on disabled people and to turn a tide of opinion and attitudes in the transport world, as elsewhere, so that disabled people were accepted and recognised as an equal and integral part of society.

Sponsorship by industry

To try to turn these ideals into practical initiatives, particularly at a time of severe economic restraint, in Government and in the transport world generally, was by no means a straightforward or easy task. For the Department of Transport it meant recognising that if any substantial initiatives were to be launched during 1981 outside help and money were going to be essential.

The idea of a government department asking for financial help from industry and commerce for an enterprise of this kind was, to say the least, something of a novelty. But this is what the Department of Transport set out to do. Apart from organising, on its own account, a major conference 'Transport Without Handicap' at the start of IYDP, the Department planned two other major events to mark the Year itself. The first was a touring exhibition mounted, with the help and support of the National Bus Company, in six buses, to carry information about the transport opportunities already open to disabled people to every corner of the UK. It had become clear to us very early on that fear, grounded very largely in lack of knowledge about what to expect, was preventing many disabled people from even attempting a journey.

To help to meet the cost of designing and mounting an exhibition of this kind and of putting it on the road for three months, the Department approached a number of banks and major private sector companies asking them each to sponsor one of the six exhibition buses. The response, in most cases, was positive, if a little startled, and in mid-May 1981 the buses set off from Horseguards Parade carrying the names of the Midland Bank, the Rank Organisation, GEC and several other major organisations.

In the course of their three month tours the exhibition buses were visited by over quarter of a million people in towns and cities from Enniskillin to Felixstowe and from Penzance to Thurso and the Western Isles. This whole exercise was made possible by a unique combination of Government initiative and organisation, the wholehearted involvement of a major nationalised industry, the co-operation of a great many local authorities and generous support from a range of private sector interests.

GETTING THERE
Transport and Disabled People

Public transport is not, of course, the only area which concerns disabled people. Private cars provide a vital lifeline to many people who would otherwise be virtually housebound. So the Department of Transport started to look for a way both of celebrating the achievements of disabled drivers and, more important, of giving them an opportunity to prove that they are able to attain levels of skill equal to any driver. We came up with the idea of a national rally for disabled drivers. But again, finance was the major obstacle and so we approached the national press, and the Daily Express not only gave us their support but through them we also gained the support of Silverstone Circuits and of Austin Morris. With their help and with the support of disabled motoring organisations, the idea of the Silverstone Rally took shape. It was held on 7 June 1981 in the presence of HRH the Prince of Wales and a crowd of over 10,000 spectators as well as disabled drivers and their families and supporters from all over the country who had come to Silverstone after qualifying in regional heats.

Again, the organising ability and resources of a very small part of a government department combined with private enterprise and a great deal of voluntary effort to produce an event which was not only a lot of fun for a great many people but which played a significant part in promoting a greater awareness and understanding of the skills and achievements of disabled drivers.

Future policy

None of these events would have been worthwhile, of course, if the Department's interest in disabled people simply fizzled out at the end of IYDP and so we have worked from the beginning to promote and encourage new understanding that would lead to progress not just in 1981 but as an integral part of transport policy for the future. This spirit is perhaps best illustrated by the Action Programme which we produced from our 'Transport Without Handicap' conference back at the beginning of 1981. Since that conference we have been working with the transport operators and others on the major points which emerged from the discussion there to see where progress can be made. The Action Programme by no means represents a conclusion to our efforts but rather a progress report, a checklist for further action. It contains some significant developments which have already been achieved in the course of the year for example, by working with the manufacturers of the 'London' taxi, the Department has been able to ensure that the new model of the taxi will be fully accessible, as a standard feature, to people in wheelchairs. In some cases progress has been less rapid and less spectacular, but throughout the transport world there is unmistakable evidence of a new recognition of the needs of disabled people and a new readiness to think about their particular needs not just as an afterthought but as a standard part of the planning process.

Throughout this International Year our efforts have been greeted with enthusiasm but also with surprise and, initially at least, with a cautious scepticism that a government department should be taking such a direct role in promoting the interests of disabled people. Such a direct and personal response does not seem to be typical of the way in which the government machine operates. But perhaps we ought, all of us in government, to be basing our attitudes and responses – in whatever policy area – on a very simple thought, which underlies what the Transport Department is trying to do for disabled people, and that is that the public service should be about serving people.

A Farewell to Alms:

Reflections on a Year as a Manager of a DHSS Local Office

D Laughrin

David Laughrin was a Principal in the Civil Service Department on secondment to the Department of Health and Social Security until his return and subsequent appointment, on promotion, as Secretary to the Inquiry into Civil Service Pay.

For a year in 1980–81 I fulfilled an ambition to leave the Civil Service Department (CSD) which I had joined in 1969, and see the 'front line' of civil service work. The 1975 Wider Issues Review Report had confirmed my belief that a graduate trainee joining CSD direct from university should spend several periods away from CSD learning about the problems of management at first hand, preferably in other government departments and outside the service. The report showed that more than 70 per cent of civil servants worked outside London, away from the Headquarters policy work that is often portrayed as typical. The Department of Health and Social Security (DHSS) were kind enough to offer me the post of manager of the 120 staff at the local office in Uxbridge, Middlesex. I subsequently had the chance of a brief period as manager of a larger office at Hounslow (180 staff) before I was recalled to Whitehall.

My experience was brief and unrepresentative. I saw directly the work, organisation, problems and achievements of only two local offices in the Outer London area. I do not pretend therefore that I have any special qualification to theorise about management in an organisation like DHSS. But I so enjoyed my time in local offices and the challenges of management there, including the rewards and risks of seeing the end product of one's actions make an impact directly on the public, that I have tried to set down a few reflections on what I saw and experienced, in the hope that they may be of interest.

My aim has been to set my experience in context by describing DHSS and the local office manager's job, and then to comment briefly on some aspects of that job which interested me as a newcomer. I have thereafter briefly referred to current developments which may mean the manager's job will change in the next few years.

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The DHSS Regional Organisation

In 1980, the DHSS employed just short of 100,000 people. About 70 per cent were employed in the Regional Organisation – the operational arm of the Social Security system. The Organisation has a three tier structure. At DHSS HQ, as one of many divisions dealing with social security issues, is a Regional Directorate, headed by an Under Secretary. This Directorate has the job of controlling and monitoring the work of DHSS offices up and down the country. It also liaises with policy divisions so a realistic view is taken of the capacity of the Regional Organisation to absorb new work, and on priorities.

Below the Regional Directorate is a middle tier of Regional Offices, each headed by an Assistant Secretary. These offices provide common services and co-ordinate and plan the work of the offices in their region, attempting to ensure the most efficient and effective use of resources. In my day, there were twelve Regional Offices. Finally, in the front line, there were some 550 local offices. These varied in size but were typically between 90 and 200 staff strong, and were managed in most cases by Principals or Senior Executive Officers, according to work load.

A DHSS office has two basic tasks: first, to pay out social security benefits and, while doing so, to ensure that fraud and abuse is kept to a minimum, and take up of benefits is encouraged; and, second, to police the system for the collection of the money to pay for some of them, through national insurance payments. (Many of the payments are now collected by the Inland Revenue, but DHSS still retains the policing role.)

The benefits paid out are of two main types. There are *contributory* benefits, which are insurance based, and are awarded according to evidence of eligibility, on the basis of the amount of national insurance contributions paid in by the individual. These include sickness benefit, retirement pensions, and industrial injury benefit. There are also *supplementary* benefits which are paid according to need on the basis of a means test. These benefits are designed to raise people's income to certain minimum standards.

Local offices handle over 30 different kinds of benefit, paid to around 15 million people and their dependents, with the number rising in recession. Pretty well all of us are customers of a DHSS office at some stage in our lives, from the time our first public appearances prompt our parents to claim maternity benefits, to the time we leave our relations the sad task of applying for the 'death grant'. This range of tasks explains why about a quarter of public expenditure – over £15,000 million a year, and rising – is spent on 1,000 million individual payments authorised by DHSS local offices. The cost of administering the system in terms of salaries and office costs at the time I was working in a local office was around £750 million. This is big business by any account.

The job of a local office manager

A local office manager's job involves an interesting blend of constraints and freedoms. Most of the work is laid down centrally in legislation and explained down to the minutest detail in various 'codes' of instructions designed to ensure that the Social Security Schemes are operated in the same way from John O'Groats to Lands End. These codes also cover the administration of the office.

The manager's freedom is therefore limited and he (or she – for the DHSS is not sexist in its appointment of managers, and I shall assume this is understood hereafter) has at present little influence over four factors which profoundly affect the performance of the office – pay, recruitment, staff numbers and accommodation issues (which are of major concern to staff but have to be solved through dialogue with the Property Services Agency). Nevertheless, sufficient areas of choice remain to make the manager a significant figure in the local office itself. He can have a major effect on the way the office is organised and run.

Apart from the monitoring of output, using the quantitative material available, the effective manager would control the development of the junior staff within his office, making suitable succession plans; monitor the quality and timeliness of the service to the public; and build links with outside organisations in the area, including local MPs and the media who could, for example, have a key role in the take up of benefits. He would monitor and develop the effectiveness of the office organisation; determine the development of the local complement; review the efficiency of local office procedures; and maintain the security standards of the office in relation to giro cheques, payable orders and holdings of cash. He would promote good communication within the office, for example, by the use of regular management bulletins and daily 'walking the floor' tours of the office; ensure a regular flow of information to HQ about the practical effects of the department's policies; and develop effective local training procedures. He would try to develop as smooth and ordered industrial relations arrangements as possible; and would attend to the welfare of the staff, including, where possible, improving the office environment and encouraging social activities which might improve the general morale of the office.

At least the seductive snare of 'in-tray' management – where priorities are set by the incoming mail – is not often a danger. Priorities arise from the interaction of departmental instructions, the crises thrown up in various parts of the office, the products of official and unofficial information systems, the problems drawn to his attention by local office union officials (with whom he maintains a continuous dialogue) and the manager's personal interests.

Management system

The official system of management in operation in DHSS is both an answer to uninformed critics who imply that civil service managers make no attempt to monitor inputs and outputs and an illustration of why quantitative measurement is not a panacea for all management problems. The system is one of 'participative and accountable' management, devised with the help of management consultants. It had three main features. It provided a clear job description for each member of staff, so that everyone knew what was expected of him. It involved the collection of management information each week so that there was no confusion about the quantity of work received, the quantity of work processed, and the quantity of work outstanding. There were also some figures on the accuracy of work processed. This information was collected for each of the main activities across the office. Finally, targets were worked out for each section of the office to attain, monthly and annually on the basis of past results and future plans. These were agreed by management and the staff concerned.

My impression was that the system provided management at all levels of the Regional organisation with useful material to review progress and take remedial action to deal with problem areas. It had reinforced the healthy concern in local offices with the *results* of work as well as the *duties* of staff. It had also focused attention on the need regularly to stand back, and make plans for improving performance. But like any system of management, it was not without its problems. These were partly those of 'ageing' – any system in my experience is most effective in its first two years of operation and then gradually decays in effectiveness – and partly those of 'over-selling' – the tendency to claim too much for a package of measure designed as an aid, not a substitute for management.

The 'ageing' process was evident in the way parts of the system were neglected and others were given disproportionate attention. There was, for example, a fascination about the process of compiling the figures, which meant that the figures themselves could become regarded as the end product of the exercise. Discussion about whether they revealed or falsified the true facts about the state of the office and decisions about management action to be taken in the light of this analysis, were sometimes in danger of being neglected.

I suspect the 'over-selling' problem arose unintentionally because in its early days protagonists of the system were eager to describe its virtues to a sceptical audience, and reluctant to admit its weaknesses. But weaknesses there were. It could not easily cater for major uncertanties which can effect the performance of a local office – for example the effects of recession on a local industry increasing claims for supplementary benefit, or the occurrence of an epidemic which can drastically affect sickness benefit

claims. It did not readily provide an indication of a level of performance which could be accepted as desirable, or inadequate, in relation to policy objectives. It could not deal with more than part of the information which a manager needs to have to ensure his office is working satisfactorily, because some of the major factors are not quantifiable – like quality of service, or the end-products of most local office staff: the overall social welfare of the clients. In addition, there was no common currency of 'profit contribution' to allow easy comparison to be made between the work in different parts of the office, and quantitative measures can sometimes be misleading, as – to take a simple example – in the case of visits by National Insurance Inspectors. Here the measure in the system was of numbers of visits completed, but visits to discuss more difficult cases were the most time consuming but the most useful.

There was a further problem. The system had been described as 'accountable' management, but there were clear limits to the extent to which it could be. Because of the deficiencies in coverage of reliable quantitative information and the fact that there were few real rewards or penalties available to superiors within the hierarachy, it was only to a very limited extent that supervisors and managers could be said to be held accountable for the performance of their office, even though the process of six-monthly and annual reviews was taken seriously. It seemed to me that the process was more 'recountable management' – where virtue lay in the ability to explain variations in performance. This is desirable in itself but is not quite the same thing.

The effect of all this was to make some staff suspicious of the system, because they thought it claimed to be able to reveal all that was necessary to know about a local office, and it clearly could not. Other staff tended to under-value the importance of aspects of their work which were not or could not be measured.

As ever, therefore, the manager had the ultimate responsibility for setting the style of management in his own office. He had regularly to explain what the system could and could not do, to interpret its results, and to reconcile them with other information – some of it qualitative – available to him.

Size and style syndromes

The manager also had to deal with the effects of being part of a large organisation. The first effect is that the individual associates himself with a small unit – part of the office, the whole office, to some extent the region – and manager and staff alike feel a long way from the Headquarters policy divisions who control their work. I suggest the same is true of any large organisation. I came to identify four syndromes which sometimes

seemed to mark the style of contact between different parts of the Regional Organisation and with the Headquarters policy divisions.

First was the 'Rayners Lane syndrome'. Travellers on the Piccadilly Line will know that although trains are supposed to run as far as Uxbridge, most do not. They terminate instead at Rayners Lane. I came to see this as a metaphor for communication weaknesses in large organisations, including DHSS. Some policy makers seemed to issue written instructions after little contact with the Regional Organisation and assumed that once issued, these instructions were not only understood and acted on but achieved their objectives. The very limited degree to which there was interchange between HQ and local office staff exacerbated the problem, as did the limited number of visits by HQ staff. It was perhaps no wonder that good intentions often came to rest some way from achievement, at Rayners Lane.

Second, was the 'Dilton Marsh Halt syndrome'. Dilton Marsh Halt is a small station on the line between Bristol and Salisbury where few people get off, but all trains stop. Many organisations have a Dilton Marsh Halt in various forms and there was a tendency for Regional Offices to become one. Sometimes there was a real need for regional Office expertise to be brought to bear, for example, when it was uneconomical for local offices to assemble a particular expertise. But there was a danger that all problems came to be routed through Regional Office, even if there was no reason for such an intervention; and references to Regional office sometimes seemed to have been built into the rules just because it was there, when local offices might just as well have taken decisions themselves. Then the 'Dilton Marsh Halt' syndrome became a dangerous swamp, slowing down business unnecessarily.

The third syndrome was the 'Waterloo Station syndrome'. This reflects a tendency among station announcers at Waterloo – and indeed elsewhere – to keep information to themselves which the travelling public would love to share. Staff in local and regional offices sometimes showed similar tendencies. Local offices were often areas of experiment and innovation, where supervisors and managers used their ingenuity to find different ways of solving familiar problems. The appointments system currently used in most offices grew out of such an experiment, I believe. But to frequently such experiments and their results appeared to be kept private. Other offices were not able to benefit from successes or failures elsewhere. Similarly, it was not seen as the responsibility of local office staff to take steps to draw attention to areas where instructions seemed defective, misleading or unnecessarily complex.

Finally, there was the 'GWR syndrome'. Like British Rail, DHSS is an amalgamation of several smaller units, like the National Assistance Board and the Ministry of Pensions. There were still those who hankered back to

the Great Western Railways days before the mergers. This sectional loyalty – passed down over the years to successive generations of staff – could breed a compartmental mentality which divided staff within what are supposedly 'integrated' local offices into 'contributory benefits' and 'supplementary benefits' staff, and saw these as uncrossable demarcation lines in terms of careers and their willingness to assist another part of the office under pressure. Although there were important differences in the nature of the work, and there was a considerable training effort involved in making people interchangeable between one area of the office an another, the GWR syndrome could lead to an exaggerated view of the importance of the distinctions between different types of work, and a neglect of the common purpose of an office.

The manager's task was to play a part in minimising the harmful effect of those problems, partly through use of news-sheets and daily contacts with staff, and partly through contacts with the rest of the department. But the complete answer could only come from some more general effort to improve two way contact between different parts of the widely scattered empire. In my view the key improvement in the future will come from personal experience and contact: more interchange of staff, and more visits on a regular and systematic basis at all levels from policy divisions to local offices. I have a strong prejudice that there is nothing quite like sitting in a public waiting room or across an interview counter for finding out what really happens in the social security system – but then, as someone else said, I would, wouldn't I!

Simplification and technology

The supplementary benefits counter, or the sickness and long term benefits sections of a local office are certainly the places to brood on the complexities of the schemes we ask staff to administer. When you have tried to explain the rules and requirements to confused individuals, in person, on the telephone or by letter, it is easy to realise why simplification is seen by most managers as a top priority. Leaving aside the complications of overlapping contributory and supplementary benefits schemes – the rationalisation of which would pose political problems – many schemes have so many special provisions built into them, and constantly modified, that staff who are often not very experienced cannot be expected to administer them speedily or with total conviction and accuracy.

Their task is made still more difficult by the relative lack of modern technology. The DHSS has a large investment in computers, including the largest installation in Europe (at Newcastle). But various problems in the development of a system sufficiently comprehensive and flexible to deal with the work in local offices, have left them lacking in modern equipment which might ease the pressure on staff. Many order books are printed on

slow antiquated machinery. Many giro cheques are laboriously and boringly hand-written. Information about individual claimants has to be retrieved from bulky paper wallets which are easily mislaid given the various processes in which they have to be physically moved from one section to another. The local office manager can accordingly only achieve improvements within the constraints imposed by the limited investment in technological aids so far.

Customer consciousness

These same constraints, and the pressures often imposed on staff by the weight of claims mean that the customers sometimes suffer. I was generally impressed by the helpful and humane attitude of staff in their individual dealimgs with claimants. But two factors sometimes make the relationship between staff and claimants a difficult one.

First, the staff have a double role to play, as providers of benefit and policemen against fraud. Although it would be wrong to exaggerate the scale of the problem, the temptation is there and fraudulent claims are made. Sometimes the breaches are minor and technical; sometimes they are major and very costly. Fraudulent claimants are plausible, because they have to be to succeed. This means that staff are sometimes unjustly suspicious of genuine clients who by the nature of things are in difficult, stressful and embarrassing circumstances. Understanding and patience – both sides of the counter – is needed here.

Second, staff are dealing day to day with the details and jargon of schemes and the regular flow of claimants. It is easy for them to slip into the assumption that claimants understand the system, the jargon, the regularly used initials, and what to do if problems arise. Many of the claimants do. But there are also those who are new, who forget, or who are just confused when dealing with officials and regulations. It is possible for the problems of such claimants to be underestimated. In part, the policy planners have a responsibility here for to some extent neglecting the customer relations side of the standard arrangements for local offices. Public entrances have in the past been badly sited and signposted, and there has been insufficient attention to the layout of offices, the display of information and leaflets, and the best way of dealing with customers. Too often staff have felt they were encouraged to remain anonymous, and arrangements for dealing with telephone and personal callers have been overwhelmed, leaving claimants with the false impression that they were dealing with a faceless and unresponsive machine.

Managers have a responsibility to train staff about the best ways of dealing effectively with claimants, recognising that many difficult problems occur – including regular threats of physical violence – and there are no easy answers. I personally believe that despite the lengths to which

staff and managers always go to deal with complaints, and the useful direct relationships built up in recent years between local office managers and their local MPs, there is more to be done to avoid minor difficulties and misunderstandings which do not lead to a complaint, but leave unnecessary tensions aroused in claimants and staff alike.

Checks and balances

It would be misleading to leave this account of management in DHSS without a passing reference to another feature of management in the public sector: the emphasis on checks and cross-checks to ensure a high standard of accuracy in all the department's work and to guard against fraud. Both are clearly inevitable, given the nature of the department's work, and its responsibilities in law for paying people their entitlements and properly safeguarding public money, and attention has been paid in recent years to reduction in the requirements for checks in favour of statistically valid sample checks.

I felt, however, that in the attempt to stop every loophole and keep a watchful eye on accuracy, the system was still too complex. A significant proportion of the time of some EOs and HEOs was being spent on the more or less mechanical completion of a myriad of checks. Their time might have been better spent on the thoughtful completion of fewer checks and attention to other management tasks such as remedial training.

Industrial relations

It would also be misleading to complete this picture of local office life without a fuller mention of industrial relations. Consultation with unions over a wide range of matters formed a large part of the work of a local office manager – a very large part of the work of some. Matters covered ranged from difficulties over cleaning and lavatories to the manning and organisational arrangements of the office. A difficult balance had to be struck between allowing proper discussion and taking account of the preferences and legitimate interests of staff and their union representatives, and retaining the manager's right and duty to manage. This was not an easy balance to strike, and the ground rules were not always clear. Ultimately, however, wiser colleagues taught me that the main route to satisfactory relations – given goodwill on both sides – was through forward planning (so that prospective problems were identified and handled in an orderly manner) the right kind of easy but frank communication and personal relations with staff and union representatives, and the judgement to know when to be firm and when to be flexible.

Changes in prospect

In discussing with colleagues these impressions and the challenges which face managers in DHSS in the years ahead, I learned how a number of projects are currently coming to fruition in a way which could radically affect the management task in the department. A study of the participative management system should lead to adjustments and improvements which would make it more effective and more easily understood. The Regional Organisation has been reviewed, to reduce the number of regions, remove unnecessary references to Regional offices, and give more delegated power to local office managers. If trial schemes of a computerisation project are successful a project will as a first stage automate the payment of many benefits still carried out manually, with the prospect of more technology in the local offices themselves in the more distant future. Widely publicised changes are in prospect which should simplify the arrangements for the payment of sickness benefit and housing benefits. Attention is being paid to the checking load and to the treatment of claimants at the initial reception points in local offices.

All these points offer hope of an interesting future for local office managers. Their task will probably not be made much easier. Other problems will replace the ones that are solved, not least the problem of dealing with the management of change which can breed suspicion and resentment. Relations with the unions in each individual office at such times will continue to be sensitive and time consuming. But then local office managers in my experience never found satisfaction in an easy life.

Afterword

I would like to end this article by using this opportunity to express my gratitude to the many friends and colleagues in DHSS who made my short stay in the department such an enjoyable and interesting one. Of necessity, I have concentrated on areas which raised questions in my mind about the existing arrangements. I hope, nonetheless, the overall impression I have given is one of an organisation which is progressively managed, humane, challenging, and enjoyable to work in. I hope I have indicated that the people who work in it have a fund of public-spiritedness and a determination to do their best to meet the demands placed on the social security system by Parliament, departmental policy makers and recession, despite the many constraints under which they work. That is certainly the impression I took away with me when I said my 'farewell to alms' in DHSS and returned to a CSD soon to be abolished and merged with other departments: from alms to oblivion, in fact.

Systems Training in the Civil Service College

P Hearson, Management and Personnel Office

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In a recent article* Sir Ian Bancroft, then head of the Home Civil Service, described an anatomy of change for the Service in the 1980s. Amongst the several factors of change, the new technology, or information technology as we are now coming to know it, was identified as an important potential contributor to increased effectiveness and efficiency in the work of the Service. This short article seeks to describe how the Systems directorate of the Civil Service College is, in association with the CCTA and other College directorates, playing its part in meeting the growing demand for enlightenment and training in this and related fields.

Information Technology

Information technology, a term new to many, is defined by UNESCO as:

> 'the scientific, technological and engineering disciplines and the management techniques used in information handling and processing; their applications; computers and their interaction with men and machines; and associated social economic and cultural matters'.

It may also be seen as an evolutionary stage, marked by the rapid development of micro-electronics, in the continuing quest to improve the decision making process, and to help translate decisions into actions as effectively as possible. Although firmly rooted in the past and the traditional skills of the systems analyst, computer programmer and management services practitioner, it demands enhanced skills and a broader understanding. Above all it demands interest, understanding and active participation by the non-specialist who has a major role to play in the analysis, design, development and implementation of administrative systems. Past experience with the implementation of the large computer system has left no doubt as to the need for a close association between the

*The Civil Service in the 1980's, Sir Ian Bancroft GCB, *Management Services in Government*, 1981, May, pp 65 – 76

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computer specialist, management services practitioner and user from the very earliest stages of developing a system. Information technology demands an even closer association between the specialist and non-specialist, not only to develop an effective and efficient technological system, but to ensure that the human being is fully considered and his part in the scheme of things recognized. Training has a vital role to play in all of this.

Training

Training needs evolve with the technology but not necessarily at the same rate. Judgments have to be made and distinctions drawn between needs requiring early satisfaction and those which can be left, and often best be left, to a later date. It is, however, already clear that there is a need for a wide variety of provision ranging from the creation of awareness and the impartation of basic knowledge, through to the development of skills and the teaching of new techniques and methodologies. This need spans all levels, from clerks to permanent secretaries; and is of relevance to the specialist and generalist alike.

The Systems Training directorate, with its traditional training responsibilities for management services and computer personnel, is seen to have a key role to play in satisfying this need. Its programme for 1981 – 82 fully reflects this, offering new courses, and substantial revisions to many established courses. In form, courses have been broken down into modules wherever possible, not only to enable training to be fitted in more conveniently, but also to provide for others who do not need to take a full course but who would benefit from certain parts of it. Where large numbers of students are involved, training is being taken to the work location; thus overall costs are reduced and absence from operational duties minimised.

Three areas account for the major change in content. The first is to be found in the broad field of information technology itself where a major effort is under way to introduce the concept and, where appropriate, its practice to as wide a civil service audience as possible. This is particularly timely with the declaration by the Minister for Information Technology, Kenneth Baker, of 1982 as Information Technology Year. The second is concerned with O & M training for management services practitioners which has been completely revised so as to offer suitable training to all, irrespective of occupational title, who undertake reviews and investigatory work. The third lies in new rigorous methodologies of project control and systems design for those directly concerned with the implementation of information technology in all its forms. The remainder of the in-house programme continues to meet well established needs in such fields as those of advanced systems design, programming and interpersonal skills.

Courses on information technology

For top administrators and managers the College and the Central Computer and Telecommunications Agency (CCTA) have initiated a three-day course which is being mounted by the London Business School. The course, entitled 'Top Management and the Information Resource: the Challenge of the New Technology', is for audiences drawn equally from the private and public sectors; about ten places on each course are available for civil servants at Permanent and Deputy Secretary levels. The course identifies the substantive issues and policy options associated with the information resources; establishes the need for a positive approach by top management to the formulation of an information policy; and identifies current technological developments and examines their implications. It gives consideration to organisational and social impact, and examines the question of obtaining value for money.

Other external courses to cater for the needs of civil servants at Senior Principal to Under Secretary levels are also supported by the College and CCTA. They are mounted by ICL, IBM and the Royal Military College of Science and are of two to five days' duration; participants from these courses may follow up by attending a course such as 'The Information Resources' run by the Oxford Centre for Management Studies.

To bring an awareness of information technology to the middle grades of the civil service a major programme of 40 one day seminars is being mounted at provincial centres throughout the country. The seminar is supported by a purpose designed course book which will provide each attendee with a ready reference manual for future use. In all it is expected that 4000 civil servants will have been reached by the end of the year. Other one day awareness seminars are being provided at the College itself for more senior staff as well as a number of other seminars on such specific topics as 'The impact of micro-computers', 'Human aspects of introducing the New Technology', and 'Information Technology and Privacy'. Longer courses are also being run for those in need of a working knowledge of the technology. For the fast streamer a new five-day training module entitled 'Management and the New Technology' provides them with an understanding of the manager's role in the application of technology to information management. It is expected that this module will also be used more generally for middle management training in the College.

Management services training

The revision of the MS training component of the programme is fundamental and complete. Three linked but separable modules take the place of the former four week O & M foundation course, and other supplementary modules have been added. In making the revision the opportunity has been taken to concentrate in one ten day module, entitled

'Investigation, Analysis and Principles of Design', solution independent technique and skill training suitable for all concerned with investigatory and review work. Thus this course is already being used as the core of a new advanced course for staff inspectors and could, we believe, be used in shortened form as an initial training for Rayner scrutineers. Provision has also been made in another module to provide the necessary working knowledge of computers and information technology needed by the non-computer specialist, and to deal with the roles of line managers and staff in the light of technological advance.

Project control and systems design

The new methodologies being taught are proven commercial products which, under the aegis of the CCTA, have been tailored to meet the specific needs of Government projects. They offer a highly disciplined approach to the analysis and design of information technology systems of all kinds; and, once designed, to their timely implementation within alloted budgets. It is expected that their application will eventually make an important contribution to the effective development, timely implementation and smooth running of systems throughout Government.

Many of the above courses are innovative and all, in one way or another, reflect the lessons of past experience. Taken together with the established in-house courses, and sponsored long term university and polytechnic places leading to professional qualifications, they offer a substantial contribution to the education and training essential to the understanding and successful implementation of information technology in the Service. As such it complements the wide range of training undertaken by departments themselves.

(Full details of these and other courses offered by the Civil Service College may be found in the College programme obtainable from

Secretariat
Civil Service College
Sunningdale Park
Ascot, Berkshire SL5 0QE.

Telephone enquiries about Systems Training courses may in the first instance be made of D J Williams of the Directorate of Systems Training on 01-834 6644 ext 384.)

The Use of Viewdata in the Public Sector

Sir John Barran Bt

Sir John is Head of Viewdata in the Central Office of Information. This article describes strategies evolved by the Government for the use of viewdata in the public sector and a number of projects set up to evaluate the best ways in which the new technology can be used. A major awareness campaign is being planned as part of Information Technology Year in 1982.

Before discussing the use of viewdata in the public sector it is perhaps necessary to explain to the uninitiated what it is. Basically it is a method of linking specially adapted TV sets with computers via the telephone line. Information is then stored in the computers, which are linked by the existing telephone network, and can be retrieved by the user in the form of plain English 'frames', by means of a simple keypad with ten digits ('0' to '9') and two instructions (*) and (#). This means that anyone can use the viewdata without training or having to learn any of the complicated languages in which one normally talks to computers.

The original invention was made by the Post Office, and they established the standards for the system, and set up a network of interlinked GEC computers, in order to provide a public service. This network – called 'Prestel' – now covers over 60 per cent of the telephone users in the country, who can access the database at local phone call rates. To date there are 14,000 viewdata users in Britain, and the number is increasing at about 500 a month.

The Post Office's original concept was that they would be 'common carriers' – that is, anyone with information to provide could come to them and pay to have it stored on Prestel computers, and made available to anyone with a viewdata set. Subject to the law, anything could be put on the system and the Post Office would provide an indexing system, and free copies of a Prestel directories to subscribers. The subscribers would then pay to retrieve it in three ways – the cost of the local phone call, a time-charge for accessing the computers, and (at the discretion of the 'information provider') a charge for each of his frames ranging from ½p to 50p. (In practice only about 10 per cent of frames are charged for and 10p seems to be the usual maximum).

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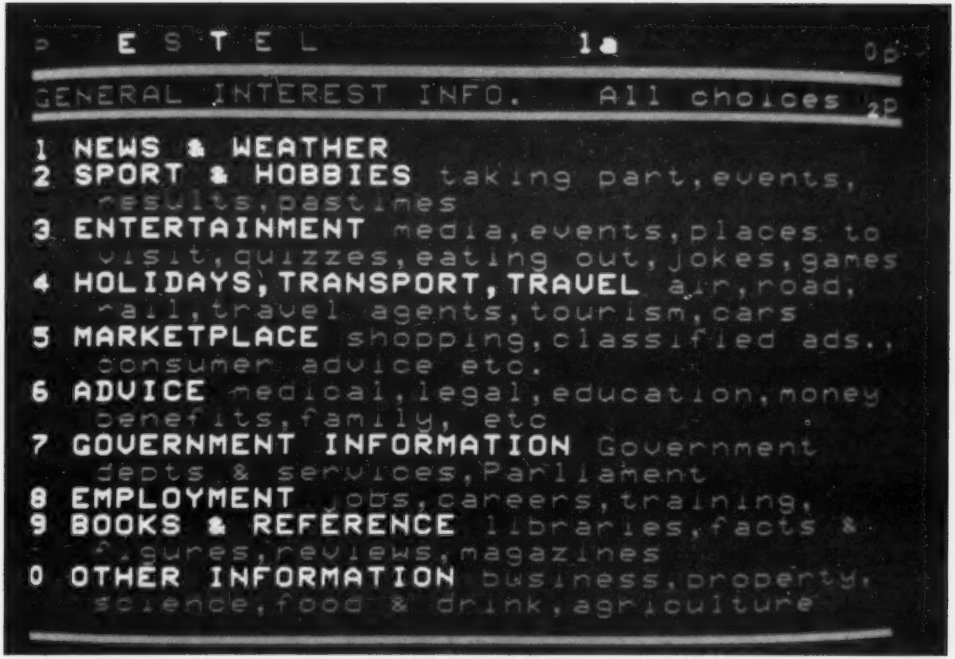
P E S T E L 1a 0P
GENERAL INTEREST INFO. All choices 2P
1 NEWS & WEATHER
2 SPORT & HOBBIES taking part, events, results, pastimes
3 ENTERTAINMENT media, events, places to visit, quizzes, eating out, jokes, games
4 HOLIDAYS, TRANSPORT, TRAVEL air, road, rail, travel agents, tourism, cars
5 MARKETPLACE shopping, classified ads., consumer advice etc.
6 ADVICE medical, legal, education, money benefits, family, etc
7 GOVERNMENT INFORMATION Government depts & services, Parliament
8 EMPLOYMENT jobs, careers, training,
9 BOOKS & REFERENCE libraries, facts & figures, reviews, magazines
0 OTHER INFORMATION business, property, science, food & drink, agriculture

At present there are about 200,000 frames of information on the system provided by 750 information providers.

For an information provider to input material to the database all that is needed is an alpha-numeric keyboard (very like a typewriter, with additional facilities such as seven colours) and the ability to connect to the master computer. An average frame takes about 15 minutes to enter, and the technique can be learnt in an hour or two.

Today, in addition to the Prestel network, there are many private viewdata systems available, and several in operation. They can be used by companies for internal communication purposes, making private information available to staff with either full access for everyone or with 'Closed User Groups' restricted to specific people with a need to know and using special passwords. All these systems are Prestel compatible and users of them can access the Prestel database as well as their private one.

As may be imagined, the government has taken an interest in the possibilities of viewdata since the first market trial began in 1977, in view of its ability to communicate information to the public. At the COI we quickly realised that this new medium had enormous potential and a number of important advantages over the existing media. Its storage capacity is virtually unlimited. It can reach a very large number of outlets both in the office and in the home. It is permanent, and available 24 hours a day, and yet it can be updated at a moment's notice. It is a two-way system, enabling feedback to take place between information provider and user, or between user and user. It makes use of existing technology, and does not initially require the introduction of special cabling or networking. Its component parts can be mass-produced, bringing down the costs. And, of course, it has many 'internal' uses, in addition to its ability to communicate with the public.

Departmental Responsibility

It was therefore decided to investigate its practical applications, with three departments working together on different aspects of the whole.

In the Department of Industry there is now a Minister for Information Technology – part of whose role is to encourage the more widespread adoption of viewdata in management. The DoI also sponsors the production of hardware and software for systems in both the private and public sectors, and sponsors companies which are producing new advances in the technology. In addition it supports experimental projects designed to introduce practical applications of viewdata as a pump priming operation – again in both the public and private sectors.

The Central Computer and Telecommunications Agency is concerned with the introduction of viewdata systems (both public and private) within

government departments, by providing detailed technical advice on equipment for particular applications.

The Central Office of Information is concerned with information content and presentation. It acts as an 'umbrella' information provider for smaller departments on Prestel and as a central co-ordination point for all government aspects of the databases. Individual departments however are perfectly at liberty to set up their own viewdata operations as soon as they feel the need for them.

To ensure that the government's policies are securely based on a close appreciation of market needs and opportunities, the Prime Minister has also appointed a panel of IT advisors drawn from the business community, and established a small team in the Cabinet Office to act as the principal link between advisors and departments and ensure overall coherence of policies.

External uses

So where are we at present, and where are we heading? The first point is to distinguish between the 'External' and the 'Internal' uses of viewdata. As far as the external uses are concerned the government, of course, has a continuing responsibility to inform the citizen of his rights and obligations, to allow him access to information which will help him in his private or working capacity, and to keep him up-to-date on the thousands of regulations which exist in our complex modern society. There is also the need to enlist his voluntary co-operation in a huge range of activities, from keeping himself healthy to spraying his crops at the right time.

For these purposes viewdata is theoretically ideal since it can be provided via normal telephone access to every home and workplace in the country. To this end therefore we are creating a large number of databases on the public system and already have 20,000 frames in use, covering information from over 20 diffèrent government departments. But in practical terms there are problems. To cover all aspects of a citizen's 'need to know', will require many hundreds of thousands of frames (and eventually, many millions) and the present Prestel system cannot begin to supply this capacity.

Fortunately, British Telecom are now able to provide 'gateways' from the Prestel network to external computers, thus allowing the system to grow very substantially indeed – and to provide a large number of extra services and transactions – such as home banking and direct booking of holidays. Departments will need to examine the possibilities of gateway very carefully, since it will enable them to provide the public with access to huge ranges of information hitherto only available in usually out-of-date printed form or through computer print-out. The implications of this in terms of improving British business efficiency on the one hand, and the

problems which it will raise in connection with matters like security and privacy on the other, have not yet been explored.

The public, then, may soon have available to it an information store several orders of magnitude larger than what is acceptable to it today. It will come to look on government information as a resource upon which it can draw whenever it has the need and in whatever location it may need it – rather than as something which is doled out in packets and distributed by departments when they have the desire (or the funds) to do so.

But what about the costs to the users of making use of this new resource? Businesses, of course, have come to accept that information has a value – expecially up-to-the-minute information – and is generally prepared to pay the price; especially since the costs of conventional production and distribution continue to rise. But what about the general public, in the throes of a recession? Particularly when most individuals are not even aware of being starved of information? The answer is that they are not, as yet, coming to terms with the new technology, and they are certainly not buying (or renting) viewdata sets in numbers sufficient to create a mass market of the kind which was originally envisaged.

To overcome this several different approaches are being adopted.

Public access sets

The first is to provide 'public access sets' in places where people already normally come for information or advice – with trained advisors to provide an interface between the Prestel system and the end-user. Sixty sets are already installed in public libraries around the country, and about the same number in University and Polytechnic Careers Advisory departments. We are now introducing sets, on an experimental basis, in three regions in the UK (Gateshead, Brighton, and Kingston upon Thames) into locations like Citizens Advice Bureaux, Post Offices, Local Government offices, and certain shopping centres, in order to discover what information the public most needs, how it should be formatted, and how the staff in these various locations can best make use of it. The results of the detailed research which we will carry out in connection with this project will help us enormously in the much greater task which lies ahead – that of making all relevant government information available to all citizens regardless of their ability to acquire viewdata sets. This trial project is being publicised under the title of 'Prestel for People'.

Home computers

A second approach is to look at those individuals who are already sufficiently fascinated by the new technology to acquire home computers. Adaptors to anable these to be used with existing TV sets could well lead to a significant increase in the viewdata audience, since at least 50,000

computers a month are being sold, and this will probably rise to 60,000 next year; and these adaptors could be used also to give access to the Prestel system.

Set adaptors

A third approach being explored by Prestel and the industry is to try to place large numbers of sets or adaptors in homes--either free or at greatly reduced rates, for a limited period in the hope that some users will decide to retain them afterwards. It remains to be seen how effective this might be.

Awareness

Above all, it is felt to be essential to increase public awareness of the capabilities of viewdata, on a very wide scale.

It is clear from the sales experience of the last year or so that ordinary people are not conscious of any *lack* of information in their lives. The facts which they think they need *are* available – though often only after considerable effort and frequently out-of-date. The information which they are not aware of is not, of course, missed. And yet it may be vital. Many millions of pounds worth of benefits go unclaimed each year because their possible recipients were not aware of their existence.

The use of viewdata sets in places where people already go for advice is one way of increasing their awareness. Another is by advertising in other media, and by cross-references from existing government (and other) publications to specific parts of the Prestel database.

Teletext

Another method of encouraging and stimulating an interest in viewdata is via 'Teletext'. This is the technique used by all TV channels to broadcast textual information using some of the spare lines on a TV screen, and the services are known as 'Ceefax' (BBC 1), 'Orbit' (BBC 2) and 'Oracle' (ITV). Since they are transmitted on radio frequencies they are, of course one-way only, and more importantly their capacity is effectively limited to a few hundred frames. But it looks like viewdata, it is provided free, and the sets are less expensive than full viewdata/ teletext ones. For this reason there already 200,000 teletext sets in British homes – and it is expected that, by substantial marketing and publicity support, this will be raised between 500,000 and 1,000,000 by the end of 1982. The great advantages that this will have from our point of view is that it will introduce people to the concept of 'Text on Screen' as a source of information in their home – and whet the appetite of users for the wider possibilities of viewdata (with a greatly improved database by them). The government is therefore actively encouraging the growth of teletext, in the hope that a reasonable proportion of sets will be upgraded to viewdata ones after a year or two.

Information Technology Year

These general awareness activities will also form a part of a much larger project – Information Technology Year – which will take place across the country throughout 1982. IT Year is being funded jointly by the government and the private sector, with a central co-ordinating body and regional committees. It will have two main targets – the general public (in particular children, young people and the working population) and the public and private sectors of industry, trade and commerce. But it will also aim to promote the wider uses of IT in education, health and the social services. To reach these groups all the usual media will be used (including Prestel), and there will be displays and demonstrations and special

exhibitions. For the business sector there will be seminars and conferences, as well as exhibitions and open days by firms already advanced in IT applications – together with six trailers moving around the country showing off the electronic office; and an exhibition train. The year will culminate with a major IT conference and exhibition at the new Barbican Centre – to be opened by the Prime Minister.

Just how much people will be prepared to pay for viewdata, even when they have become actively aware of its usefulness is another matter however, and it may be necessary for the industry – perhaps including the information providers – to subsidise the data for the home for the time being. Once, however, real 'services' come along (like home banking) the cost of the additional information available at the same time may be acceptable. This, of course raises the question of whether government information should be paid for on Prestel

Special Databases

In addition to these approaches to the public at large, the government is supporting a number of other more specific projects and activities aimed at introducing viewdata as a working tool to particular sections of the community.

Agriculture

Agriculture has long seemed like an area in which viewdata could be of great value. The Agricultural Development and Advisory Service of the Ministry of Agriculture and Fisheries has placed a number of sets experimentally with farmers and the results of their first year's trial will be evaluated shortly. In general, the more advanced farmers are now well aware of Prestel and its possibilities – what they are asking for is information of specific value to their own operation, at a price which justifies their acquiring and using a set. The kind of information concerns, for example, exactly what to spray on their crops and when to do it and can usually be obtained only via a visit by an expert, or an extensive search through several pieces of literature. Data of this kind needs considerable storage capacity and frequent updating and a 'gateway' through to a departmental computer will probably be the answer.

In the meantime ADAS are considering setting up an experimental database on Prestel aimed at one particular section of the agricultural industry, probably in conjunction with a number of private sector information providers. At present horticulture seems the most appropriate, since the market is a volatile one and often very time-critical, and they are particularly open to innovation.

As to the future, it is hoped over the next two or three years to interest the larger agricultural businesses in Tele-software and access to 'gateway'

databanks, used in conjunction with micro-computing, in order to provide a really sophisticated approach to the farming problems of tomorrow.

Employment

Another area in which the public sector is making valuable use of Prestel is in employment. The Manpower Services Commission is providing careers advice to schools and colleges – and of course to all Prestel set owners – in the form of a 1500 frame database which enables the searchers to discover those which are suited either to his best subject at a school, or to his particular interests (such as 'persuading or influencing people' or 'outdoor/active').

At the same time their Professional and Executive Register provides a job selection service which is updated hourly, and from which vacancies are deleted as soon as they are filled. (This even includes a special section on jobs vacancies in the viewdata industry!) This has been particularly successful, and the PER database is 32nd in the list of most popular Information Providers (out of 150) with 25,000 access a month. Even more interesting is that 'Employment' data on Prestel obtains the third greatest number of accesses among business users. The MSC are now installing an off-line editing system with bulk update facilities and will be expanding their services in consequence.

Meteorological Office

The Meteorological Office has been an Information Provider since the beginning, providing a service which not only gives UK National and Regional and European forecasts, but provides shipping and aviation forecasts, forecasts for several events such as the Ryder Cup or the Derby, frequently updated reports of actual weather in the UK and abroad, plus summaries of past weather for all main holiday resorts in the UK and elsewhere. In addition they now provide hurricane warning and positions for the US. They update 24 hours a day and soon hope to have a stand-alone editing system which will enable them to integrate their mainframe with Prestel. In the future, they plan to produce more specialised forecasts to meet more specific needs – for example, the farmer. At present the Met Office get one of the highest rates of access per frame of any IP and stand 22nd in order of popularity.

Other government databases on Prestel

In all there are 23 departments or organisations which have databases on Prestel or are considering doing so. These are

Ministry of Agriculture, Fisheries and Food
Careers and Occupational Information Centre

Professional and Executive Recruitment
Central Office of Information – Guide to Government Services
Central Film Library
Central Statistical Office
Department of Education and Science – Education Policy;
Educational Welfare;
Careers in Education
Department of Employment – Employment Legislation
Department of the Environment – Building Research Establishment
Housing Development Directorate
Health and Safety Executive
Department of Health and Social Security – Cash Benefits; Help for the Disabled
Health Education Council
Her Majesty's Stationery Office – Daily Lists, Statutory Instruments
Inland Revenue – PAYE Enquiry Offices
Lord Chancellor's Office – Legal Aid and Advice Schemes
Meteorological Office
Office of Fair Trading – Consumer Rights and How to complain
Consumer Credit Act
Office of Population Censuses & Surveys – Census '81 Results
Department for National Savings – Premium Bonds; Index-linked Issues; SAYE
Property Services Agency – Library Services NCC/NEDO – Price Adjustment Formulae
Department of Industry – Government Aid to Industry;
Technical Services to Industry
Department of Trade – Trade and Technology Information;
Marine Safety
British Overseas Trade Board – Information for Exporters
In addition, both Houses of Parliament supply information about Committees; current legislation; and day-to-day business.

Coordination liaison

One of the great problems, however, of the growth of Prestel is the need for co-ordination, as the database continues to expand. At the COI we provide a liaison between all government Information Providers, and those departments concerned with hardware and system applications, through our Interdepartmental Working Party on Viewdata, which already has over 30 members. We act as a clearing-house for queries about viewdata, and information about those taking part in it – thanks to our extensive knowledge of the field. We try to act as a catalyst for new ideas and a springboard for any government organisation which wishes to look at the

possibilities and is uncertain how to begin, by providing training and help in setting up experimental databases.

We also maintain regular links out to regional information provided by local authorities, library associations and other public sector bodies. In addition, we cooperate very closely indeed with private sector IPs, via our active membership of the Association of Viewdata Information Providers, and with British Telecom where we sit on a number of their liaison committees. Finally we are also members of the International Videotext Information Providers Association which is of increasing interest as the Prestel database becomes available round the world.

Cross-indexing

Another vital aspect of our co-ordination role is to encourage the fullest cross-indexing between databases provided by different public sector IPs (and indeed between any IPs) since the only way in which the user can hope to find his way through the rapidly-increasing volume of information in the system is by providing him with the maximum possible guidance from one part of it to others which can help to solve his problems. For this reason also we are members of the Social Information Providers Group which is concerned with providing data which is of social rather than purely commercial value.

Internal uses

Now, as to the 'internal' uses of Viewdata in the public sector. It was obvious from the beginning that viewdata was capable of supplying a relatively cheap and efficient method of storing and disseminating information of use to people working within a government department, and from one department to another – though it was by no means clear as to what particular role it might play. Three experiments are therefore being set up to determine how best to use the new technology. Once the results have been assessed, it will be possible to move forward to large scale applications throughout the government services.

DOI Experiment

The first experiment is being conducted by the Department of Industry, and based initially on the GEC Viewdata Systems Bureau. It is designed to improve information flows within the department and to demonstrate and promote appropriate uses more widely within government and industry. About 50 terminals are being installed – half of them with editing keyboards – 10 of them being at remote locations such as Newcastle and South Wales. They will also be testing a wide range of hardware and attachments.

The final size of the database is estimated to be about 10,000 frames and will begin by including statistics, information on grants to individual companies, analyses of industrial sectors, details of Trade Fairs, an index to articles and briefings on departmental topics, an internal press release and cuttings service, and a full message facility. The database will also be linked – with bulk update facilities – to the departmental mainframe computers of the ICL 1900 series. The trial will run for 12 months and should provide invaluable data on the functioning of such systems.

CCTA Experiment

A second experiment is being set up by the Central Computer and Telecommunications Agency to see whether their 'Product Appraisal Status Matrix' would be suitable for viewdata. This enables their field workers to determine whether particular items of hardware and software have been appraised by any other of the Agency's technical officers, and approved for use in government installations. It is anticipated that further applications will be added during the experiment, which is planned to last 18 months.

Police experiment

A third project, sponsored by the Home Office, is to assess the suitability of viewdata for Police use. A private system is being installed for operation by the Lincolnshire police for a trial period of 12 months. It will initially accommodate 10,000 frames of information accessed by 7 simultaneous users. It will include 20 terminals, 5 editing keyboards and 5 printers, and will be capable of expansion up to double this size if necessary.

Awareness in the Civil Service

As far as the Civil Service as a whole is concerned, pending the outcome of these experiments, a major awareness programme is being undertaken to introduce all appropriate civil servants to Information Technology in general, with a strong emphasis on viewdata. Many line managers will be attending seminars at the Civil Service College during the next 12 months. In addition training will be provided for all Management Services and ADP staff responsible for implementing information Technology projects. And one-day courses on the exploitation of viewdata will also be held.

Conclusion

As you can see, therefore, viewdata in the public sector has come a long way in the last four years. Much preliminary work has been completed. Detailed strategies are being worked out. The government is giving support to this new medium at the highest levels, backed by an awareness drive of national proportions. First-generation systems are up and running,

and the foundations have been laid for a very significant expansion indeed when the results of these experiments begin to come in. Advances in the technology over the next two to three years – such as 'gateway', 'Picture Prestel', advanced graphics capability, animated graphics and a full colour range – will add to the potential; and convergence with on-line systems, word processing and other hybrid applications are also being studied. Whatever the outcome, there is no question but that viewdata is here to stay, and that it will eventually form an integral part of the public sector activities of Great Britain.

Foot and Mouth Disease - How the Spread was Stopped

I A Brown, Ministry of Agriculture, Fisheries and Food

Ian Brown is an Information Officer and is Editor of the MAFF Bulletin

Prompt action by staff of the Ministry of Agriculture, Fisheries and Food, was the key to successful control of last year's outbreak of foot-and-mouth disease on the Isle of Wight.

Suspected outbreak reported

At lunch time on Saturday, 21 March, a farmer on the Isle of Wight phoned his veterinary surgeon to report that several of his cattle were ill. Having heard a description of the symptoms shown by the cattle, the veterinary surgeon in turn reported to the Ministry Veterinary Officer stationed on the Island that he suspected foot-and-mouth disease on the premises.

Such a report is not unusual; many cases of 'suspected FMD' are reported, investigated and found to be false alarms. This one was different.

Ministry take action

The VO, Alec Dudgeon, arrived on the farm at 2.40 pm and by 4 pm had examined the suspect animals, examined the rest of the suspect stock and had telephoned a comprehensive report through to David Taylor, the Duty Divisional Veterinary Officer at Headquarters. From this report, it appeared extremely probable that FMD was present on the farm and a Form C notice was signed by Alec Dudgeon declaring an emergency standstill area of five miles radius around the suspect farm. At the same time, he was instructed to forward material from the affected animals to the Animal Virus Research Institute (AVRI) at Pirbright, Surrey to confirm these suspicions. The appropriate staff at Pirbright were alerted and arrangements made for samples from the farm to be rushed by car to the laboratory for testing.

Senior veterinary and administrative staff were informed immediately and DVO Stan Merry, Regional Veterinary Officer David Kyle, and the Chief Veterinary Officer, Howard Rees decided to open up the Operations Room at Tolworth in the course of Saturday evening. Bernard Mills, an

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HEO in the Section, and CA Chris Haine also returned to Tolworth. Preparatory work began on mapping out the possible infected area and on plotting the positions of large livestock units, slaughterhouses and knackeries within this area. Press Branch were informed and the Meteorological Office warned that they would be required to provide an officer as part of the epidemiological team.

Disease confirmed

Just after midnight on the Saturday, AVRI Pirbright told the Duty DVO at Headquarters that the material sent to them had proved positive to the initial test for FMD. The disease was therefore officially confirmed, the emergency infected area was extended to a ten mile radius around the farm and the local DVO was authorised to slaughter the infected herd. Early on Sunday morning, the 168 cattle were slaughtered and buried.

A local disease control centre was established at Newport, IOW, and additional staff started to arrive on the Sunday morning. Eventually their number built up to 14 VOs, 10 Senior Animal Health Officers/Animal Health Officers, three DVOs and one RVO. Additional staff were also drafted into the neighbouring divisions on the mainland – some from as far afield as Scotland. This local centre, besides providing administrative support staff, was responsible for the day to day organisation and allocation of work on the infected premises (IP) and also the work associated with trying to establish where the disease might have originated from and to where it might have spread. Thus the slaughter of all susceptible animals on the IP, the digging of a suitable pit and subsequent burial of the animals, disinfection and cleansing of the premises, movement of necessary personnel and machinery onto and off the premises, cleansing and disinfection of these people and equipment, all these actions were supervised by veterinary officers and animal health officers on the IP, working under the direction of the local centre.

Further reports and tracings investigated

Additionally, the centre had to organise the local response to reports of suspected foot and mouth disease. Before infected area restrictions were removed on 13 April almost 200 farm visits were made by veterinary staff throughout Great Britain to investigate reports of suspected foot and mouth disease. Of those visits, 70 were to premises on the Isle of Wight and a further 37 were to premises within the infected area on the mainland.

The centre also organised and carried out a two-mile patrol. Using large scale (1 in 10,000) maps veterinary officers visited all premises within a two-mile radius of the infected premises. Every field and building within that radius was plotted with a note being made to indicate the presence of susceptible livestock. All such livestock were inspected to ensure that

none were showing clinical evidence of infection with FMD. The opportunity was taken, during this patrol, to discuss signs and symptoms of FMD and provide owners of stock with the telephone number of the centre. The two-mile patrol was repeated before infected area restrictions were finally removed.

Tracings of movements of people, animals, vehicles etc on to and off the IP in the 21 days preceding confirmation of disease were carried out. Movements off the IP could have resulted in spread of FMD from these premises to others and conversely movements on to the IP could have been the means whereby disease had been introduced. Thus all farms involved in movements to or from the infected premises were visited and susceptible stock examined by veterinary officers to ensure that no FMD existed. As a result of these tracings, a further 450 animals were slaughtered as dangerous contacts. These 450 animals were considered to have a high probability of being infected with FMD virus because of direct or indirect contact with the IP and they were killed to prevent them excreting the virus and passing on infection to yet more farms.

In addition to all these activities, it was necessary to arrange supervision of disinfection of milk lorries and other vehicles which necessarily had to visit farms within the infected area. Briefing sessions with the media were arranged and the centre, particularly in the early days, was deluged with enquiries from the agricultural community and other interested parties.

Successful conclusion

It is a matter of history that all these measures resulted in FMD being eradicated from Great Britain with no cases other than the original infected farm being confirmed. The last case of FMD in this country prior to the Isle of Wight outbreak had been in 1968. For 12½ years the procedures necessary for eradication had been maintained in readiness for such an emergency and when the time came to use them, they were found to work.

Unconscious humour *(we are grateful to the Editor of 'Taxes', the journal of the Inland Revenue Staff Federation, for these and similar items elsewhere in this issue)*

Extract from a lady taxpayer's letter:

> 'My husband and me have been devoiced for over two years and I have not seen or spoken to him since.'

Letter from accountant:

> 'Mr.....operates a practice which is based on a pulling arrangement with other dentists.'

The Channel Navigation Information Service

M R Barrow, Departments of Industry and Trade – Common Services

Malcolm Barrow is a Principal Scientific Officer in the Operational Research Unit of the Departments of Industry and Trade Common Services. He has been involved with the development of the Channel Navigation Information Service (CNIS) since 1978.

In November 1981 Her Majesty's Coastguard commissioned an advanced new automatic data processing system for its Dover Maritime Rescue Co-ordination Centre at Langdon Battery. This system was developed to enhance the Channel Navigation Information Service which already used radar tracking and radio direction finding to enable HM Coastguard to monitor the movement of ships, hovercraft and low flying aircraft in the Dover Strait. The introduction of this new computer system followed a period of extensive research and development in which specialists from a number of disciplines both inside and outside government participated.

Background – the need for an Information Service

For many years the Dover Strait and its approaches have been recognised as a sea area of particular danger to shipping. On average, some 300 ships a day pass through these straits, with up to another 250 ferry and hovercraft crossings daily during peak periods. Movements of vessels are restricted by shallows and sandbanks, and by the mid 1960's the number of serious collisions and strandings had reached 15 – 20 per year which was considered an unacceptable level.

In June 1967 the Dover Straits Traffic Separation Scheme was adopted by the Inter-Governmental Maritime Consultative Organisations (IMCO) and this led to an immediate reduction in the accident rate, whilst still leaving scope for more improvements. After further consultations between the governments of the United Kingdom, France, Belgium and the Netherlands in 1971, it was agreed that the two former countries would set up a joint organisation to provide continuous surveillance of the Dover Strait and its approaches to meet two main objectives: to monitor behaviour of traffic within the separation scheme with a view to locating vessels in contravention of the scheme's provisions, and to collect and

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Management in Government 1982 (1) 54 – 61

disseminate by radio telephone information of immediate navigational value to ships in the area.

In the United Kingdom, radar was installed at the HM Coastguard station at St Margaret's Bay, near Dover, and an experimental surveillance scheme came into operation on 31st July 1972. This was initially known as the Dover Strait Information Service (DSIS), a function which was co-located and jointly manned with HM Coastguard.

Management Services Involvement

The planning and introduction of the DSIS raised the difficulty of how to measure improvements in the quality of a manager's decision relative to improvements in the quality of the information which he is given. The basic problem for HM Coastguard was to decide what information and in what form was to be broadcast to mariners and then to determine whether it led to any detectable improvement in the decisions they took. In the early days of the DSIS, a series of trials were carried out by the Operational Research Unit of the Department of Trade and Industry using navigational radar training simulators to re-create typical situations occuring in the Dover Strait. Teams of professional mariners with a variety of experience, ranging from VLCC's (Very Large Crude Carriers) to cross channel ferries, participated in these exercises which tested alternative formats, content and frequency of broadcast information in a variety of simulated circumstances. The participants were unanimous in agreeing that the exercises realistically resembled practical situations in the Dover Strait, and further all agreed that the broadcast information was helpful in taking better decisions. Their subjective judgement was confirmed by post-hoc analysis of the simulated ship tracks which showed that in hazardous situations the better informed mariners were manoeuvring more safely. These early trials, carried out in 1972, pointed towards a preferred format and content for broadcasts which, once adopted, has evidenced little need for major change over the years.

The development of the CNIS

The Dover Strait Information Service was an immediate success and its introduction was associated with a further decline in collisions and strandings in the Dover Strait and its approaches. It soon became clear from experience of using the DSIS that the service could assist mariners more than had been initially thought; it was particularly valuable in emergencies and further it had the potential to be extended to cover new activities such as search and rescue and counter pollution activities. The idea of the Channel Navigation Information Service (CNIS) was thus born, it was to take over the current role of the DSIS and to expand this into new areas. It was decided to undertake a study to consider whether automatic

data processing (ADP) might have a part to play in the CNIS, and was commissioned by the Operational Research Unit of the Departments of Trade and Industry to carry out the necessary work.

ADP Feasibility Study

Throughout the 10 years of technical development leading from the DSIS to the current computer assisted CNIS, improvements in the operation of the service have followed extensive research into alternative solutions. For example, the use of coastal radar for surveillance of the Dover Strait may seem an obvious approach, but this was adopted only after a detailed study, carried out by outside consultants in co-operation with the in-house OR Unit, into such surveillance methods as use of satellites, lasers and even airborne radars (AWACs). Similarly, the OR study into possible computer applications covered a wide variety of different approaches. As a result of this work it was concluded that the introduction of ADP techniques would bring a number of important advantages, particularly during periods of intense Coastguard activity, and would be essential if the CNIS were to further develop its support to vessels traversing the Dover Straits. The Departments of Trade and Industry accepted these findings and asked the Admiralty Surface Weapons Establishment to draw up a technical specification for the ADP system. This went to tender early in 1978 and the contract was awarded to Decca (now Racal-Decca) Marine Radar Ltd. By this time HM Coastguard had outgrown their premises at St Margaret's Bay, and in 1979 they moved into a new purpose built operations centre at Langdon Battery which has become the home of the CNIS.

The CNIS Automatic Data Processing System

The CNIS automatic data processing system is one of the world's most advanced radar tracking display and information systems. In the operations centre at Langdon Battery there are thirteen alpha-numeric video display units (VDU's) with keyboards plus four 16 inch radar displays, a 23 inch area radar plot display and six 12 inch 'rotating coil' plan position indicators. Information is displayed in a variety of forms, appropriate to the users' requirements, audible signals are used in some circumstances and charts of ship tracks can be automatically plotted when required. Other outputs include a line printer and a magnetic tape unit.

The computer system accepts information from a variety of sources including direct input of radar and VHF radio direction finding signals. Information may also be entered manually or from other automatic sources.

The data processing is undertaken by two integrated computer sub-systems, each of which is duplicated for reliability. One of these sub-systems handles input radar signals and carries out automatic tracking of

Thirteen VDU's provide HM Coastguard with direct and immediate access to information stored in the computer system.

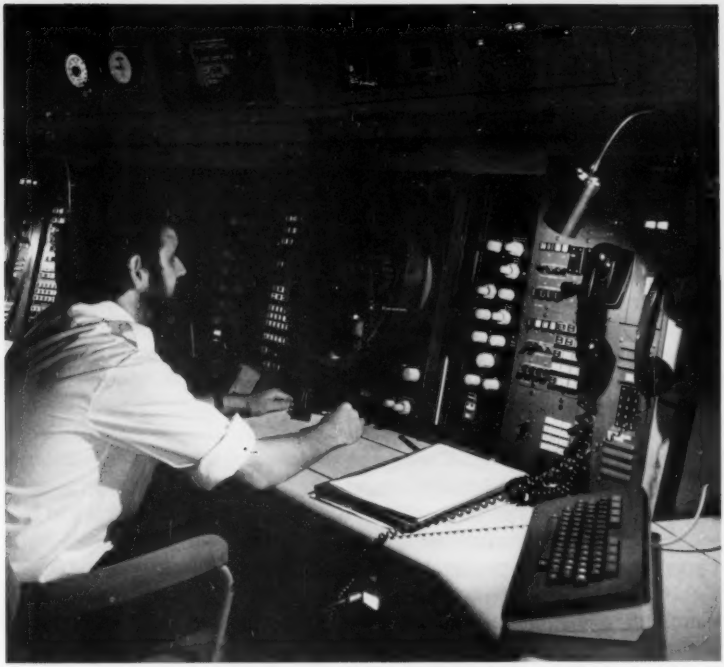
up to 256 targets which can be acquired automatically or manually. Following the acquisition of each target its position, course and speed are continuously plotted and its future movements can be forecast to see if it is likely to encounter hazards. Subsidiary functions immediately available include calculations of the bearing and distance of one ship from another; and the time and distance of the closest point of approach of any two targets can be forecast. The positions of 192 Waymarks – buoys, lightships and the like – are continually monitored.

The computer hardware of this Autotrack System is based on a network of 34 microprocessors, custom-designed for the CNIS by Racal-Decca Marine Radar Ltd. The advanced software shares the considerable processing task among these processors, but in the event of any failure or indeed part of the system being removed for repair the system automatically reconfigures itself to continue uninterrupted operation. Following repair and replacement of any faulty parts the software again automatically

returns the microprocessor network to its original configuration; all this can be done without the operators at the radar screens being aware of any failure.

The second integrated computer sub-system is the Information System, a data storage and processing system connected by two-way data links to the Autotrack System. Here the fail-safe design is based on employing two similar Hewlett-packard HP–1000 mini-computers with one computer providing the service and the second remaining in stand-by mode although undertaking some minor data processing tasks. In the event of any failure of the primary computer the second takes over immediately and provides continuity of service. An important function of the Information System is to assist with the identification of individual vessels, particularly those carrying hazardous cargoes or contravening the traffic regulations. As yet there is no compulsory reporting in vessels as they enter the English Channel, but mariners are encouraged to participate in a voluntary reporting–in scheme. When a ship enters the zone of radar coverage and reports in, its particulars are stored in the Information System and matched with radar data from the Autotrack System; such particulars can be displayed on either VDU's or radar screens at the operators' request. A ship can be identified if it issues radio broadcasts since the VHF direction finders linked to the Information System can be used to calculate a ship's position which can then be collated with the position given by radar; thereafter identification details are stored in the system. If a ship is unwilling to identify itself in either of these ways–as is often the case with vessels willfully contravening the traffic regulations–the only reliable means of identification at present is visually. In the case of 'rogues'–vessels that navigate in the wrong lane, towards the flow of oncoming ships–the usual practice is to send a surveillance aircraft fitted with a radar transponder to over-fly the offending vessel. The rogue is identified when its radar echo merges with that of the spotter aircraft, and the Information System can then be used to label the offending vessel's file record; its name is read from its side by a member of the aircrew and radioed back to the CNIS so that the Information System can retrieve its call-sign from file to attempt to make radio contact. As yet it is not obligatory for ships to carry radar transponders that would provide automatic identification, and the use of laser scanners that could recognise a ship's outline is not yet a practical proposition although prototypes have been tested.

The ADP system also has the facility for automatic compilation of the regular half hourly broadcasts, the format of which closely follows the concept that emerged at the original Operational Research trials. The current format includes a weather report, details of navigational marks out of position and details of vessels of special interest, for example those



HM Coastguard maintain constant surveillance over traffic in the Dover Strait from their Langdon Battery Operations Centre.

carrying dangerous cargoes or contravening the traffic regulations. The text is initially compiled automatically from information stored and updated in the computer system and is then presented also automatically with an audible warning to the operator a few minutes before the time of the scheduled broadcast. He can then edit the text as appropriate before it is broadcast.

Operations Planning

In the event of an accident or emergency, it is essential for HM Coastguard to be able to study the whole field of operations, or any particular part of it, so that the most appropriate executive decisions can be taken. This need is met in the new computer system by the Operations Conference Facility.

The heart of the Operations Conference Facility is a 23 inch area radar plot display on which can be displayed at will a synthetic representation of either the whole of the area covered by the CNIS radar or any selected

sub-area. It is possible to create action-replays of any past history held in the Information System and there is a freeze mode to allow detailed scrutiny of any situation. The radar display can show stylised coastlines and navigation marks, separation zone boundaries and target positions with their track vectors; all indicated by computer-generated synthetic graphics. Alpha-numeric symbols are used to identify vessels and to give details of distance of and time to closest point of approach, and VHF radio direction finder vectors can also be shown. There is also a VDU provided at the Operations Conference Facility; it is intended that this facility will be the focal point of decision and policy making activities in the event of an emergency such as a collision or pollution incident. There is immediate access to the extensive files of operational and management information stored in the computer system and in the case of a search and rescue or oil pollution incident the system utilises standard tote pages automatically to compile and present essential information relating to the necessary operational planning.

The CNIS in action

On Friday 28 April 1978, the *Al-Faiha,* a VLCC carrying 136,000 tons of crude oil from the Gulf, entered the English Channel, the final leg of her voyage to Wilhelmshaven. As the *Al-Faiha* passed the Bassurelle light vessel the master reported his position course and speed to Dover Coastguard who were at the time testing an experimental auto-track computer, a fore-runner of the more advanced design recently installed. Such reporting-in is entirely voluntary, now as it was then, but for the next five hours the Dover Coastguard included details of the vessel's progress in the regular CNIS broadcasts.

With a draught of 65 feet, the *Al-Faiha* was obliged to make for the one mile wide gap to the north of the Sandettie Bank just past the narrowest point of the Dover Strait, but as she approached this she was observed to make a sudden alteration of course to port which instead took her into the south-west lane, where she became a rogue, navigating against the stream of south bound traffic. HM Coastguard's autotrack computer indicated that at least one dangerously close encounter with a southbound vessel was forecast to occur but possibly more serious was the fact that the *Al-Faiha's* new course was diagonally across the south-west lane, would cause her to strike the south Falls Bank where the depth of water over the sandbank is around 25 feet. At this moment no-one knew that an electrical fault had developed in the *Al-Faiha* which had caused her gyro-compass to malfunction and her master believed he was navigating safely into the deep draught channel for northbound vessels.

HM Coastguard established radio contact with the *Al-Faiha* and at first her master was unaware of anything amiss. However, in response to

questioning by the Coastguard he suddenly became aware that his gyro compass had become defective and immediately reduced speed. In response to information fed by the Coastguard the *Al-Faiha* turned to starboard, regained control and rejoined the northbound lane on a proper course. There is little doubt that in the case of the *Al-Faiha* incident – or non-incident as it turned out to be – the CNIS was instrumental in averting a catastrophe that would certainly have been a comparable disaster to the foundering of the *Amoco Cadiz* off Brittany, only six weeks earlier, or the sinking of the *Eleni V* off East Anglia five weeks earlier.

Conclusion

It is interesting to consider that the Dover Strait, undoubtedly, an exceedingly busy and hazardous seaway, is also becoming an extremely safe one as a result of the advanced equipment and procedures adopted by the shore authorities. However, catastrophes that do not happen will never arouse the publicity, and interest of those that do, and the *Al-Faiha* incident went largely un-noticed, even though, closely following the *Amoco Cadiz* and *Eleni V* incidents, tanker disasters at sea were highly topical and news-worthy items, at the time it occurred. The CNIS may be one of the world's most advanced systems of its kind, but little should be heard of it – except, of course by the mariners – whilst it efficiently does the job it was designed to do.

Abstracts of Technical Articles and Reports

A Guide to Data Communications Protocols by D E Colclough HM Treasury (CCTA) 31 pages £1

In order to avoid the computing overheads that the flexibility of human communication would incur, the rules for communication between terminals and computers have to be precisely defined. In computing, a set of such rules to control the flow of information is known as a Data Communications Protocol.

This Guide describes the International Organisation for Standardisation (ISO) 7 layer data communications model sufficiently to allow existing protocols and interfaces to be more readily explained, and goes on to consider the relevance of protocols to different applications and their importance when evaluating a manufacturers computing product and communications capabilities. Finally it describes the aims of the ISO in its endeavour to develop protocol standards for open systems interconnection.

Copies available from Publications & Information Branch, CCTA

Assessment of Project Suitability for Micro/Mini/Mainframe Computers by HM Treasury (CCTA) 13 pages 50p

The attributes of computers, especially mini-and micro-computers, are constantly changing with advancing technology. Thus to give a precise definition of each group could lead to misunderstanding and possible abuse as the definition becomes outdated. To avoid this it is essential that the computing task is defined, at the earliest possible stage in the project, and then the appropriate type of machine sought, rather than vice-versa.

This Report emphasises the importance of defining the computing task, outlines the criteria which are pertinent to any choice of hardware and identifies the additional factors, for example, type of existing hardware and the operational environment, which must be taken into account to ensure that the final choice of new equipment is the one which is the most cost-effective.

Copies available from Publications & Information Branch, CCTA.

Report of the CCTA/PSA Working Party Examining the Requirements for Accommodating Visual Display Systems in Government Offices.
by Joint HM Treasury (CCTA) and DOE (PSA) Working Party 44 pages £1.

Some 7000 visual displays of all kinds are in use in government and this number is expected to increase to 40000 by 1985. Many are installed in situations not usually well suited to VDUs. A Working Party therefore examined the requirements for accommodating VDUs in government offices and formulated guidelines for adoption by users.

The Report categorises the different applications of visual display systems in government and identifies the principal operating characteristics of each.

It discusses all aspects of the accommodation and environment of visual display systems in relation to their operating characteristics and includes technical recommendations on the accommodation and environmental standards which should be provided for each application.

Finally, it highlights the importance of joint consideration between the department providing the display equipment and the PSA providing the accommodation in order to provide the most cost-effective solution.

Copies available from Publications & Information Branch, CCTA

The address of Publications & Information Branch, CCTA is:

HM Treasury
Central Computer & Telecommunications Agency
Publications & Information Branch
Riverwalk House
Millbank
LONDON, SW1P 4RT (Telephone: 01-211 7754)

Computer Installations for Government Departments

Each year the May edition of *Management Services in Government* has included a supplement giving details of computers installed in government departments at the previous 31 December and of computers on order at 1 January; and the other issues have included details of computers ordered during the succeeding quarters.

As *Management in Government* is now designed to appeal to all civil servants, it has been agreed with the Central Computer and Telecommunications Agency (CCTA) of HM Treasury that it would not be an appropriate vehicle for this information. In future therefore the annual list will be published by CCTA as a separate document under the title *'List of Computers in Central Government'*; the quarterly lists of computers ordered will, however, be discontinued.

The first issue of the new annual list will be supplied, without demand, to all government departments. Other readers of *Management in Government* who wish to receive a copy, free of charge, should address their request to:

HM Treasury
Central Computer & Telecommunications Agency
Publications & Information Branch
Riverwalk House
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LONDON
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(Telephone: 01-211 7754)

Unconscious humour

Letter from accountant to Inland Revenue:

> 'We regret that the assessment for 1876/77 has only just been received. Would you please accept a late appeal?'

Extract from a letter concerning a claim for dependant relative allowance:

> 'Have I done right putting mother down?'

New CSD and MPO Publications

This is a list of the documents recently issued by the Civil Service Department, Management and Personnel Office and its associated bodies. These items may be examined in the Central Management Library, Management and Personnel Office, Old Admiralty Building, Whitehall, London SW1A 2AZ. Unless otherwise stated, requests for copies should be sent to the Central Management Library, MPO, at the above address. HMSO publications may be ordered from PO Box 569, London SE1 9NH, from Government bookshops, or through any bookseller.

Administrative forms in government
HMSO; 1982; 13 pages; £2.30
ISBN 0 10 185040 9
Comnd 8504

Brussels Briefing
1981; 56 pages; gratis
ISBN 0 7115 0039 8

Career Management and Career Planning: A Study of North American Practice
by R Williams
HMSO; 1981; 158 pages; £6.50
ISBN 0 11 630438 3

Chain of Command Review: The Open Structure. Report of a Team led by Sir G Wardale
1981; 37 pages; £1.50
ISBN 0 7115 0038 X

Civil Service Pay: Factual Background Memorandum on the Non-Industrial Home Civil Service. Submitted to the Enquiry into Non-Industrial Civil Service Pay under the Chairmanship of the Rt Hon Sir John Megaw
HMSO; 1981; 88 pages; £4.80
ISBN 0 11 630447 2

Civil Service Statistics
HMSO; 1981; 26 pages; £6.00
ISBN 0 11 630443 X

Civil Service Year Book 1982
HMSO; 1982; 300 pages; £11.00
ISBN 0 11 630 445 6

Forms under control
by M H Grant and others
1982; 100 pages; £12.00

The Government Response to the Review of the Scientific Civil Service (Cmnd 8032)
1981; 6 pages; gratis
ISBN 0 7115 0034 7

Local Medical Officers' Guidebook
Medical Advisory Service; 1981; 22 pages; gratis

Malaria
Medical Advisory Service and Overseas Development Administration; 3rd ed; 1981; 11 pages; gratis
Health Series no. 3

Memorandum on Future Pay Arrangements for the Non-Industrial Home Civil Service: Submitted to the Inquiry into Non-Industrial Civil Service Pay under the Chairmanship of the Rt Hon Sir John Megaw
1981; 48 pages; gratis

Non-Departmental Public Bodies: A Guide for Departments
HMSO; 1981; 51 pages; £3.90
ISBN 0 11 630444 8

Published by CSD 1968–1981; a subject guide to the literature issued by the Civil Service Department and associated bodies
1982; 24 pages; gratis

Qualifying tests for appointment (1980–81 reviews)
by B M Moore
1981; 29 pages; gratis;
Research Unit report no 15

Quota
1982; 39 pages; gratis
issue five

Review of administrative forms
report.....by Sir Derek Rayner
1982; 50 pages; £2.00

Schistosomiasis
Medical Advisory Service; 2nd ed;
1981; 4 Pages; gratis
Health Series no. 4

Training of Trainers: Working Group Report
1981; 48 pages; gratis

Central Computer and Telecommunications Agency

Assessment of Project Suitability for Micro/Mini/ Mainframe Computers
1981; 15 pages; gratis
ISBN 0 7115 0036 3

CCTA News
Monthly; Nos. 5–11 gratis
ISSN 0260–857X

The Central Computer and Telecommunications Agency – Its Role and Functions by P Hearson
1981; 5 pages; gratis

Report of the CCTA/PSA Working Party Examining Requirements for Accommodating Visual Display Systems in Government Offices
1981; 44 pages; gratis
ISBN 0 7115 0035 5

Civil Service College

A selection of Courses and Seminars: Spring Term January – Easter 1982
1981; 2 pages; gratis
ISSN 0143–1447

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HMSO; 1981; 38 pages; £3.80
ISBN 0 11 630441 3
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1981; 70 pages; gratis

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1981; 39 pages; gratis

Professional Training in Administration: the Foundation Course in Administration and the Linked Modules
1981; 17 pages; gratis

Regional Services of Government: Part 1 – Departments of Trade, Industry and Energy edited by P D Lindley
1981; 34 pages; gratis

Sunningdale Park: Administrative Guide
1981; 16 pages; gratis
ISBN 0 7115 0024 X

Young Disabled People: Report of a Seminar by Linda Tuckey
1981; 13 pages; gratis
CSC Working Paper no. 29

Civil Service Commission

Civil Service Careers 1982 at Degree and GCE Levels
Two wall charts summarising various types of post available and qualifications required
1981; Size 297 mm x 414 mm ($11\frac{3}{4}$" x $16\frac{3}{16}$"); gratis

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Civil Service Council for Further Education

Conspectus of Further Education in the South West Region 1981/82
1981; 44 pages; gratis

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1981; 45 pages; gratis

Report 1979/80 to the National Whitley Council
1981; 13 pages; gratis

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1 Title or Subject
2 Author
3 Synopsis (not more than 140 words)
4 Address from which copies of article or report can be obtained.

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